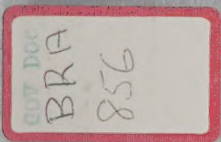


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THE CENTRAL WATERFRONT: --- PROPOSALS

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT APRIL 1982





THE CENTRAL WATERFRONT: PROPOSALS


CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT APRIL 1982
STEPHEN G. McLAUGHLIN COMMISSIONER



Prepared in co-operation with the Public
Information and Communication Services
Division of the City Clerk's Department

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SUMMARY

This document proposes changes to Part I of the City's Official Plan in order to guide future development in the Central Waterfront. Since they will have no official status until adopted by City Council and approved by the Minister of Municipal Affairs and Housing, these proposed changes, which are set out in their entirety in Chapter 5, will be referred to throughout this document as the proposed Central Waterfront Plan.

The proposed Plan's primary emphasis is on measures to promote increased public enjoyment and use of the Central Waterfront, but it also stresses that the proper functioning of industries, shipping, utilities and transportation corridors should be protected.

The proposed Plan contains a number of general policies for the entire Central Waterfront. These policies include proposals for:

- the securing of publicly accessible land along the water's edge, except where shipping operations make this impractical;
- the protection of "environmental resource areas" on the Islands and the Outer Harbour Headland;
- improved transportation within the Central Waterfront, including a network of pedestrian and bicycle paths, and improved north-south access between the waterfront and the rest of the City; and
- a waterfront public improvement program.

The proposed Plan also divides the Central Waterfront into planning districts, identifies the particular opportunities and constraints existing in each, and proposes policies appropriate in terms of both these particular conditions and the planning objectives for the Central Waterfront as a whole. These districts, which are shown on Map 1, are the Bayfront, including Harbourfront and the Terminal Warehouse Area (for which Part II Official Plans have recently been adopted), the Central Bayfront and the East Bayfront; the Port Industrial District; the Outer Harbour Headland; the Exhibition District; the Toronto Islands; and the Toronto Islands Airport Lands.

In addition to setting out objectives to guide future planning decisions, these proposed district policies and the accompanying text and illustrations are intended to present for public discussion a vision of the role which each of these areas could play in the future life of the City.

The Bayfront

The Bayfront is the portion of the Central Waterfront where opportunities for new development are most obvious. However, it is also an area constrained by site-planning and environmental concerns, as well as by conditions related to larger planning issues, such as transportation and the City's objectives for development in the Central Area generally. Consequently, although the proposed Plan establishes general objectives for the sub-areas within the Bayfront, it also calls for detailed Part II studies to be undertaken, in consultation with the Toronto Harbour Commissioners and other affected landowners, for all of these sub-areas, except Harbourfront and the Terminal Warehouse Area, before new development beyond what is already permitted is allowed.

In general, the proposed Plan encourages new development in the Bayfront which will help to overcome the barrier effect of the rail and road corridors in order to unite this area with the City to the north. It endorses the combination of parks, public activities, commercial uses and housing set out in the Harbourfront and Terminal Warehouse Part II Official Plans, and establishes general policies in support of market and assisted housing, parks and non-office commercial development on Marine Terminal 27. Elsewhere in the Central Bayfront, the Plan envisions future mixed commercial-residential redevelopment. The East Bayfront is identified as an area suitable for redevelopment to include both market housing and a substantial amount of assisted housing at low to moderate densities. Non-office commercial uses and certain industrial uses compatible with residential areas are also envisioned as playing an important role in the redevelopment of the East Bayfront.

The Port Industrial District

The Port Industrial District is to be strengthened and made more attractive to new high employment industrial uses, especially south of the Ship Channel. Areas of heavy industry are to be limited, the streetscape improved, and new amenities provided. Since foreseeable port needs can be met in the Inner Harbour, it is proposed that the shoreline of the Outer Harbour be designated for recreational use. This recreational designation will respect the needs of certain industries requiring access to the water.

The Outer Harbour Headland

The Outer Harbour Headland will be planned in detail by the Metro Toronto and Region Conservation Authority, but the proposed Central Waterfront Plan establishes appropriate land use designations and sets out the basic criteria to which future plans should conform. It is proposed that the westerly half of the Headland be designated as an Environmental Resource Area in order to ensure its continued existence in a wilderness-like state, and that the easterly half be designated for more intensive recreation uses, including boating.

The Exhibition District

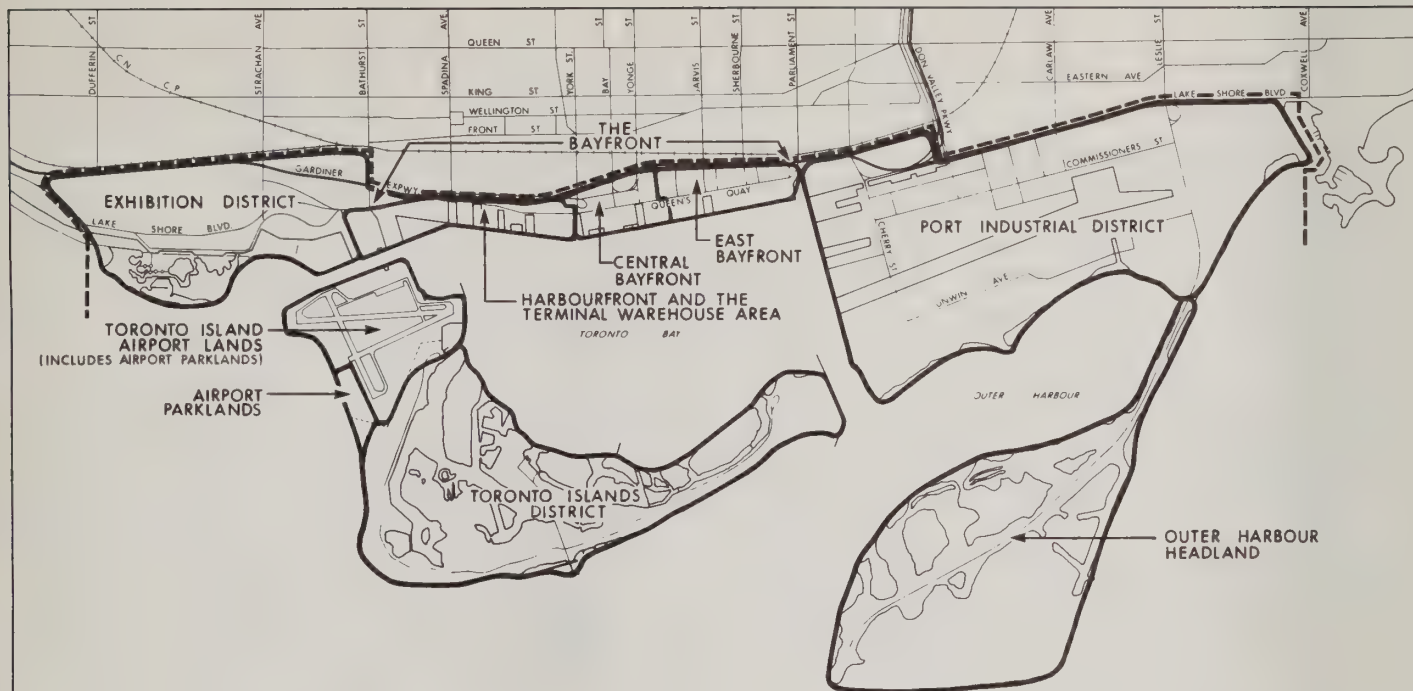
The Exhibition District will be jointly planned in detail by Metro, the Province and the City, each of which owns key land parcels. The proposed Plan states that the District should retain its character as a major recreation area, but that its day-to-day use throughout the year should be increased. The attractiveness of the District and the linkages between its different parts should be improved. The industrial area near Bathurst Street should continue to be designated for restricted industrial uses.

Toronto Islands District

The proposed Plan calls for the Toronto Islands District to remain much the same as it is now. The majority of the Islands are to remain in park uses and the residential communities on Wards and Algonquin Islands are to be preserved.

Toronto Islands Airport Lands

The Toronto Island Airport Lands, with the exception of that portion identified as the Airport Parklands, are to be used for aviation purposes, and the Airport Parklands are to be used for parks purposes. Should the airport close, the proposed Plan calls for all of the Toronto Island Airport Lands to be used for parks or parks and housing purposes.



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CENTRAL WATERFRONT DISTRICTS

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

1. INTRODUCTION

Toronto's waterfront is changing. Industrial and warehouse uses are gradually giving way to newly developed parks and housing, and landfill has been used to create new parks which serve residents of the entire Metropolitan Toronto region.

As these new developments were proposed it became clear that existing Official Plan policies for the Central Waterfront, which were developed in the 1960's, were not detailed enough to provide adequate direction. A decision was therefore made in the early 1970's to prepare a new Plan for the Central Waterfront.

In addition, in 1973, the City of Toronto Planning Board set up a special co-ordinating committee, the Central Waterfront Planning Committee, consisting of representatives of those government agencies and resident and special interest groups with a direct interest in the Central Waterfront. The purpose of this Committee was to achieve co-ordination and obtain direct public involvement in planning for the Central Waterfront. Over the years since it was established, this Committee has made recommendations to the agencies represented by its members, and to the City Planning Board and Council on innumerable issues and proposals related to planning in the Central Waterfront.

Figure 1 shows the key documents which were published in relation to the Central Waterfront planning process. Some were prepared by City staff, some by other agency staff, and others by consultants. All were reviewed by the Central Waterfront Planning Committee. Together, they form the main foundations of the proposed Central Waterfront Plan.

1.1 The Central Waterfront: Proposals

This Proposals report is divided into two parts. The first part (Chapters 2-4) explains the proposed Plan, summarizes the thinking behind it, and outlines the decision-making process through which it will be implemented. Inserted throughout this part of the report are maps, drawings and figures which illustrate the points raised in the text. It may be especially helpful to begin by looking at Map 2, entitled "Orientation Map".

The second part of this report (Chapters 5-7) contains the text of the proposed amendments to the Official Plan and summarizes the related necessary amendments to the Zoning By-law. It also includes proposals for other actions considered necessary to fully implement the policies of the proposed Plan. Once adopted and approved, this Plan's policies are intended to guide the future development of the Central Waterfront.

Although Chapter 5 sets out Official Plan amendments which are specifically related to the Central Waterfront, this area is also subject to other existing and approved Part I Official Plan policies, including those approved as part of the Central Area Plan. These other, more general policies address such issues as housing, transportation, the environment, built form and amenity, and the role of the Central Area in the City and the Region. Except where these policies may be changed in the course of approving the Central Waterfront amendments, they will continue to apply.

In addition, the Central Waterfront Plan, like all municipal Official Plans for areas within the Metropolitan Toronto Planning Area, must be in conformity with Metroplan, the Official Plan for the Metropolitan Toronto Planning Area. Consultation with the Metropolitan Toronto Commissioner of Planning and his staff will determine where the provisions of the proposed Central Waterfront Plan and/or the provisions of Metroplan require amendment in order to ensure that the two plans are in conformity.

As a further point of clarification, the Railway Lands area (between Bathurst and Yonge, south of Front Street), though often thought of as part of the waterfront, is not a part of this proposed Plan. General policies for that area are contained in the Section 5.20 of the existing Official Plan, and work leading towards a more detailed Part II Plan for the area is currently underway.

This Proposals report is intended to be the focus of public discussion and comment which could result in revisions to some of the proposed policies. Because it calls for further, more detailed planning studies for a number of the parts of the Central Waterfront, it is hoped that this public discussion will focus on general goals and objectives rather than on the specifics of exact densities, uses and site planning controls. This approach is considered desirable because new developments in the Central Waterfront, particularly in areas where a major shift in land use is envisioned, will not be infill developments whose form, density and use are determined largely by the buildings and activities around them.

Instead, much of the new development envisaged for the Central Waterfront will take place on large relatively underutilized sites, many of which are owned by governments or public agencies. In addition, site planning for such new developments will be subjected to serious environmental and locational constraints. In such a situation, it seems most

productive to begin with a public discussion of the vision of the Central Waterfront put forward in this document. In this way, it will be possible to bring forward more detailed, area-specific policies in the context of a public understanding of the future potential of the Central Waterfront as a whole.

1.2 Public Participation Process

This Proposals report does not contain final recommendations for amendments to the Official Plan and Zoning By-law, but is instead a series of proposals intended for public discussion and debate. This process of public participation will be organized around a series of widely publicized public meetings to be called by the City of Toronto Planning Board. Opinions on the *Proposals* document can be expressed at these meetings, or submitted directly to the Commissioner of Planning and Development. Inquiries can also be made respecting the *Proposals* report to the Waterfront staff of the Planning and Development Department.

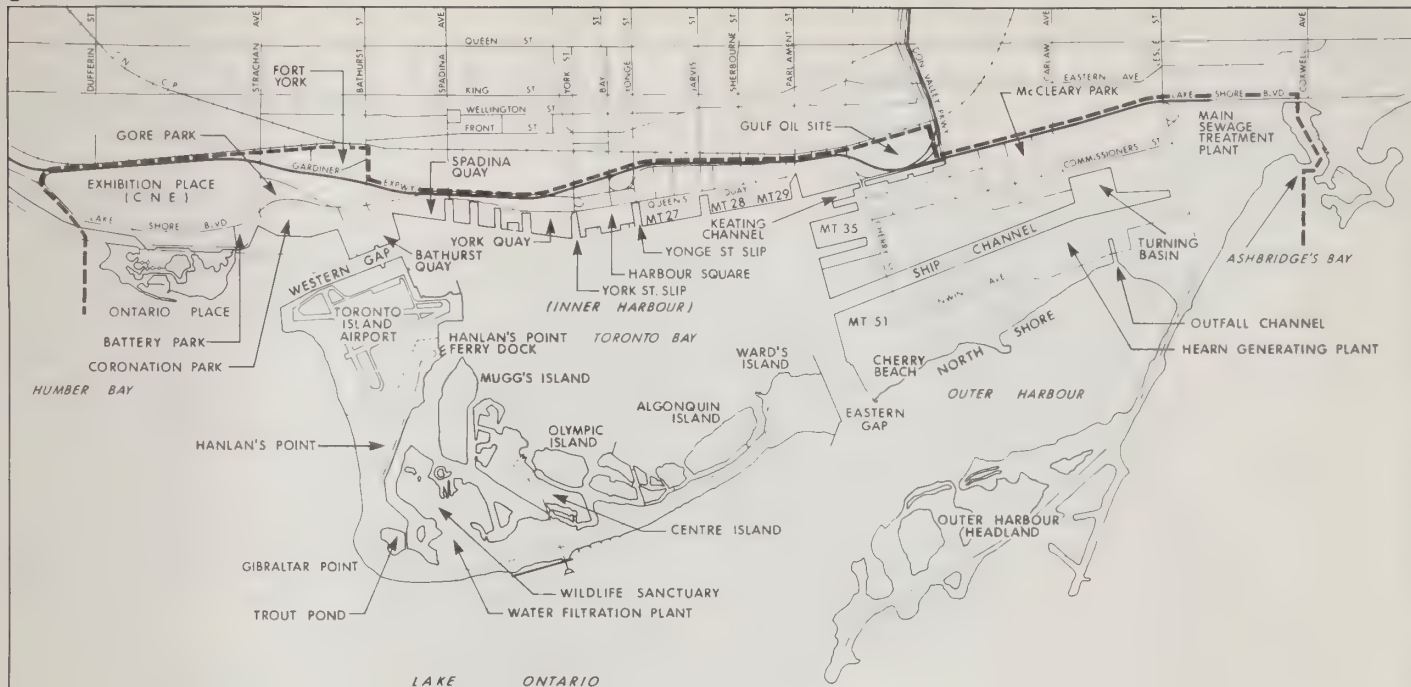
Once the process of public discussion is completed, all submissions and the minutes of all the public meetings will be reviewed and taken into account in the preparation of a report setting out final recommendations for amendments to the Part I Official Plan and Zoning By-law and for other actions to be taken by Council. The report on the final recommendations will be the subject of further public discussion before the City Solicitor is asked to prepare by-laws putting the final recommendations into effect.



FIGURE 1
BACKGROUND REPORTS
LEADING UP TO THIS PLAN

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT



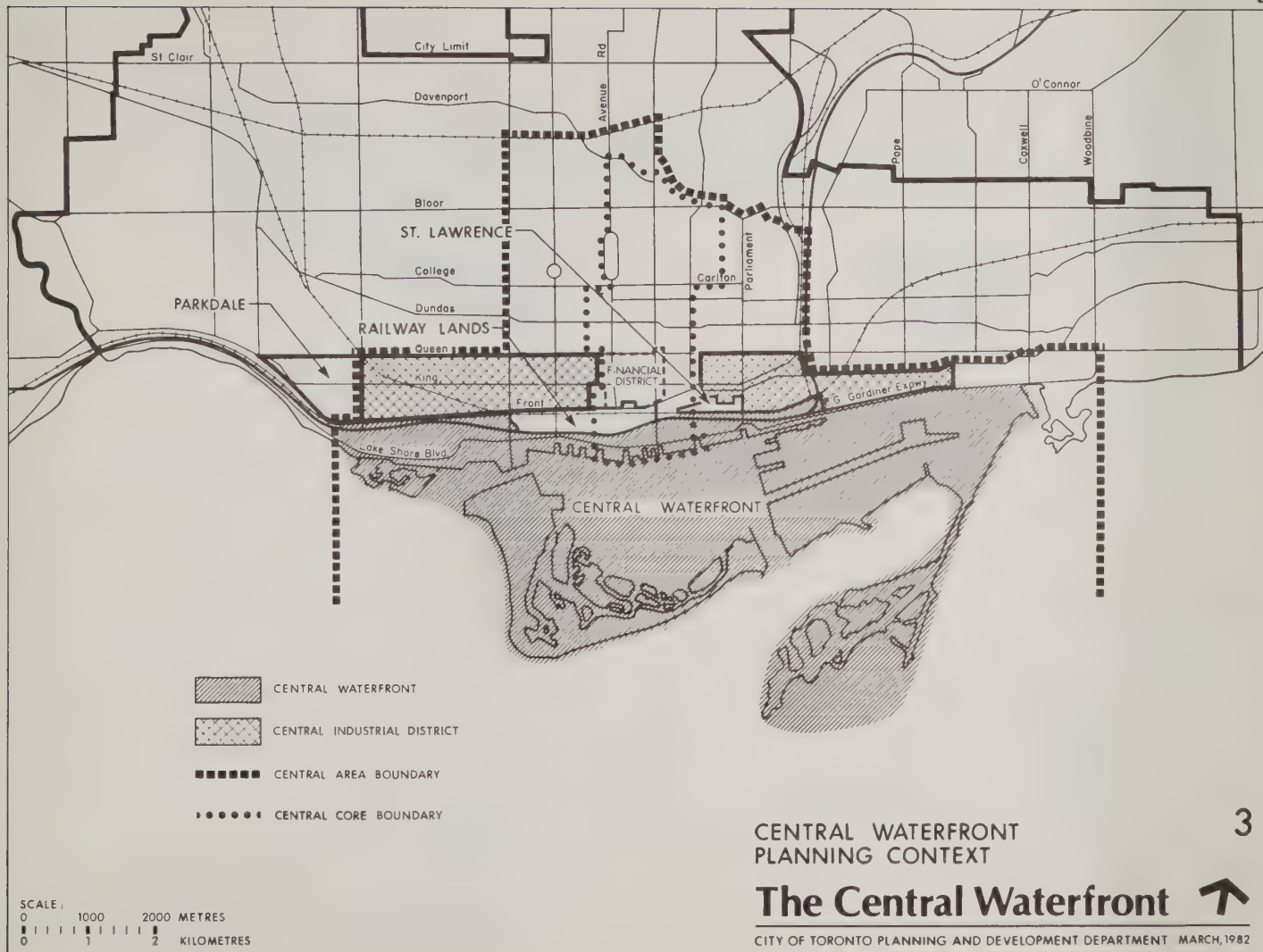
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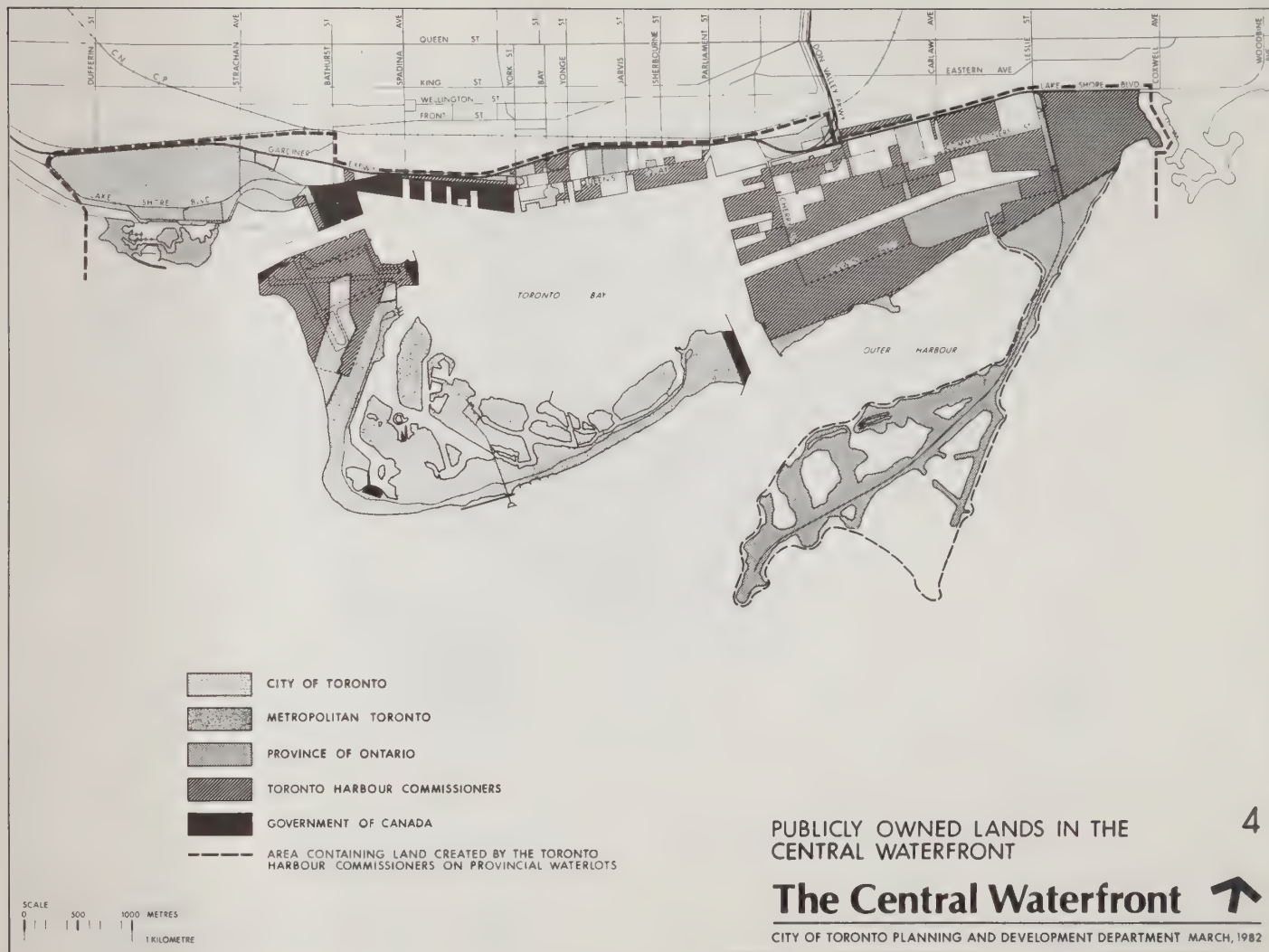
ORIENTATION MAP

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982







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PRIVATELY OWNED LANDS IN THE
CENTRAL WATERFRONT

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982



2. GENERAL POLICIES FOR THE CENTRAL WATERFRONT

2.1 Character of the Waterfront

The Central Waterfront is a unique and special part of our City, an area where the manmade and the natural environment come together. It is also an area of considerable historic significance, for although much of the existing Central Waterfront was created by filling in the lake and Toronto Bay, Toronto began as a lakefront city. Its oldest buildings are located at Old Fort York, which dates back to the 18th century. The Islands have been a favourite location for summer outings since Toronto was first settled, and the Canadian National Exhibition has been an annual fair since 1879.

The port, industrial and transportation uses which presently occupy much of the Central Waterfront have played and will continue to play an important role in the City and regional economy. However, in the last two decades Ontario Place, Harbour Square, the Outer Harbour Headland and Harbourfront have introduced exciting new activities into the area. These recent developments have encouraged many Torontonians to think of their waterfront as a valuable public resource.

The proposed Plan builds on this understanding of the Central Waterfront as an amenity for Toronto's inhabitants and visitors, and therefore begins with the following statement:

Council recognizes that the *Central Waterfront* is one of the chief amenities of the City and region due to the opportunities it provides for land and water based recreation, its unique views, climate and environment, and its location in the *Central Area* of the City close to concentrations of population, employment and activity.

The policies contained in this proposed Plan are founded on this understanding of the unique role of the Central Waterfront in the life of our City.

2.2 The Plan's Primary Goal

The vision of the Central Waterfront as a valuable resource is not a new one, but it has had an uneven history. At times the City has regarded its waterfront as a special place which should be protected and enhanced, as when it agreed to build a water's edge esplanade in the mid-19th Century, when it approved plans for the Eastern and Western Beaches to be developed as parks, and when it vetoed a post-war proposal for ware-

houses to be built on the Islands. But at other times the City has seemed to turn its back, allowing railways to be built between the Esplanade and Toronto Bay, allowing industrial and port activities to monopolize the Bayfront, and allowing Lake Shore Boulevard and the Gardiner Expressway to become new barriers between the City and the water's edge. These decisions, though understandable in terms of political and economic concerns, have left an unfortunate legacy.

Despite this uneven record, most plans of the last twenty years have recognized the importance of the waterfront as a public place. Consequently, this proposed Central Waterfront Plan not only has roots throughout Toronto's history, but also in many respects grows naturally from the 1963 Plan for Downtown Toronto, the 1967 Metropolitan Waterfront Plan, the 1978 Harbourfront Development Framework and numerous other documents and actions. Although it differs from the 1963 Downtown Plan and the 1967 Waterfront Plan in its stress on incremental improvements rather than dramatic mega-projects, the basic theme is the same: the Central Waterfront is a valuable resource which should be used and developed in ways that benefit the public and bring the City and its waterfront closer together.

In its proposals to make Toronto's waterfront more public and more intensively used, this Plan reflects a growing trend throughout North America and Western Europe. As changes in shipping technology have made older city-centre docks obsolete, redevelopment for parks, housing and commercial uses has become a common phenomenon. The Plan's proposals for such redevelopment are, however, balanced by policies to protect viable port facilities and industries and policies to provide for future shipping requirements.

In keeping with the understanding of its important role in the life of the City, the proposed primary goal for the Central Waterfront is to promote increased public enjoyment and use of the area by ensuring that future developments and activities will help achieve the following planning objectives:

- a) extend the richness, diversity, and activity of City life to the *Central Waterfront*, particularly through new *residential, commercial* and *institutional* development in the *Bayfront*;
- b) reduce the physical and perceptual isolation of the waterfront from the rest of the City;

- c) increase and improve public access and open space along the water's edge, and access between parts of the *Central Waterfront*;
- d) increase the availability, choice and awareness of recreation opportunities and public activities throughout the year; and
- e) provide aesthetic and other environmental improvements.

The first policy statement, which sets out the primary goal for the Central Waterfront, recognizes that although the Central Waterfront is a valuable resource, it is also an underutilized one. There are several factors which prevent the Central Waterfront from being used to its full potential:

- i) it is cut off from the rest of the City by the Gardiner/Lake Shore and rail corridor barriers;
- ii) It has been, until relatively recently, predominantly industrial in nature;
- iii) much of the water's edge is inaccessible to the public;
- iv) there is a considerable amount of vacant land;
- v) public transit access is relatively poor; and
- vi) there is a lack of year-round activities and public amenities.

In setting out specific means by which these negative factors are to be dealt with, the five planning objectives included in the primary goal statement offer an explanation and elaboration of what is meant by "promoting increased public enjoyment and use of the Central Waterfront". In particular, the inclusion of these five specific objectives should make it clear that public enjoyment and use are not to be equated with the provision of traditional parks and recreational uses only.

Parks and recreation are vital to the Waterfront, but given Toronto's waterfront climate, and the existing barriers between the City and the water, public enjoyment and use might actually be seriously limited if these were the only activities permitted or encouraged.

Instead, the proposed Plan emphasizes the importance of establishing a variety of land uses in the Central Waterfront in order to make the area more attractive and more accessible to the public. It calls for measures to help reduce the barriers between the water and the Central City,



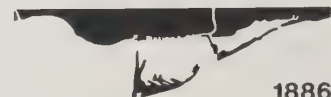
1981



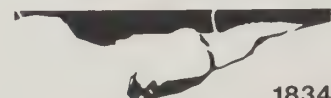
1959



1912



1886



1834

CITY OF TORONTO WATERFRONT
LANDFILL 1834 - 1981

6

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

and for the Bayfront, in particular, to become an active, diverse, year-round part of the City's Central Area.

Although the primary goal emphasizes the Central Waterfront's role as a resource for the public, this does not mean that the area should not continue to serve other functions. Its shipping, industrial and transportation facilities play an important part in the City's economy, which the Plan is careful to recognize and uphold.

In order to clarify the meaning of the primary goal, to indicate the criteria which are proposed for evaluating developments and actions in the Central Waterfront, and to summarize the intent of the other policy statements included in the proposed Plan, each of the five planning objectives is discussed in detail in the following sections.

2.3 Objective One: Housing, Commercial and Institutional Uses

The Plan's first objective is to:

extend the richness, diversity, and activity of City life to the *Central Waterfront*, particularly through new residential, commercial and institutional development in the *Bayfront*.

The Central Waterfront is adjacent to the Central Area of a city considered exceptional in North America for the quality of its urban life. Visitors and residents alike delight in Toronto's ability to maintain a varied and personal character in its downtown, while at the same time functioning as an exciting and vital centre for the region and the country. This success has resulted in a central city where older stable neighbourhoods and small scale street-related commercial areas not only survive but prosper next to, and often in the midst of, newer, much larger developments. Streets and public spaces have maintained a human scale and new development has increasingly respected and not overpowered historic features. However, such a successful mix of people and activities does not at present extend to Toronto's Central Waterfront, where large tracts of land have been set aside for single uses, each with a specialized and therefore limited appeal.

New development, including a range of residential and commercial uses at varied densities, can help to create a more diverse and urban environment in the Bayfront area. If such development occurs, it will bring with it new workers and residents who will not only enjoy the waterfront themselves, but also help to make it more enjoyable for others by providing year-round support for improved transit, shops and recreational facilities. And the new development can bring with it new walkways, parks and other amenities. Properly designed and co-ordinated future develop-

ment will make the Bayfront a multi-purpose area with a mix of public, private and quasi-public uses.

2.3.1 Housing

New housing in the Bayfront will help to realize the City's existing Official Plan policy of enabling more people who work downtown to live close to their jobs. The current Official Plan contains targets for a substantial number of new housing units in the Central Area to be met by 1985, of which about one-half should be units suitable for low to moderate income households and of which about one-sixth should be housing suitable for families with children. In addition, it is Official Plan policy that this new residential development should be located so that, among other things, new residential areas are created in selected parts of the Central Waterfront (Section 1A.20(c)). So far, overall housing production in the City is on track, but production in the assisted sector is falling behind. Redevelopment of portions of the Bayfront to include new housing will increase housing stock and will provide the opportunity for the City to secure much needed housing for low to moderate income households.

Forthcoming Part II Plans will include provisions intended to ensure that a substantial amount of assisted housing is provided in the Bayfront, particularly on Marine Terminal 27 and throughout the East Bayfront. These provisions will be formulated to suit the special character of land ownership in the Bayfront, where there are relatively few land owners, most of which are governments or government agencies, and generally large sites. Although a range of options will be examined, it is intended that these assisted housing provisions will include a density bonus system which relies on the conveyance of land to the City for development by the City of Toronto Non-Profit Housing Corporation and other non-profit housing organizations.

These assisted housing provisions should be formulated in the context of studies requested by City Council on February 11, 1982, when it approved the reports from the Commissioner of Housing, *Building Challenges*, and the Commissioner of Planning and Development, *Confronting the Crisis*, which dealt with the need for innovative solutions to the severe shortage of affordable housing in the City.

Although the Bayfront is the main area proposed for future redevelopment to permit housing, residential uses will not be confined to this part of the Central Waterfront. For example, the community of year-round cottages on the Toronto Islands adds an important dimension to this unique Park, and the Plan calls for it to be preserved. Housing may also be built on part of the Island Airport site should the Airport ever close.

2.3.2 Commercial Uses

Restaurants and recreation-commercial uses are to be encouraged in most parts of the Central Waterfront. Retail stores and service uses are proposed for most areas, including the Port Industrial District, but large-scale uses which encourage single-purpose car trips, such as furniture and food warehouses or building supply stores, are to be discouraged. Office buildings are and will continue to be a permitted use in parts of the Central Bayfront and Harbourfront. However, considerations related to the City's policy of deconcentrating office development and concerns regarding road and transit access impose limitations on the commercial potential of this area. Hotels are not subject to these limitations and are proposed to be encouraged in the Bayfront. The proposed Plan also raises the possibility of a lodge or small hotel on the Islands near Hanlans or Wards dock. Finally, commercial developments may play a role in improving and revitalizing the Exhibition District.

2.3.3 Institutional Uses

Although it is not proposed that any portion of the Central Waterfront be designated "Institutional", both local and regional institutional uses are to be permitted in the same manner as elsewhere in the City. In the case of such institutional uses as public museums and art galleries, the contribution which institutions can make to increased public enjoyment and use of the Waterfront is obvious. However, local schools, clinics and daycare centres will also be an essential part of the new residential neighbourhoods envisioned for the Bayfront.

2.4 Objective Two: Overcoming the Barriers

Many people do not think of Toronto as a waterfront city, and the railway tracks and the Gardiner Expressway/Lake Shore Boulevard road system are largely responsible for this perception. They create a series of barriers which in some places block the continuity of north-south streets and in others force drivers and pedestrians through long tunnels or over bridges. They intrude, visually and psychologically, between the city and its waterfront.

Better transit between the waterfront and the rest of the City is one way of improving north-south connections and thereby reducing the barrier effect. The proposed Plan also emphasizes the need to improve the frequency of transit service, especially to Harbourfront, the Exhibition District and to the Port and Outer Harbour areas. In addition, the pro-

posed Plan emphasizes the need for a road configuration that is less confusing and more like that found elsewhere in the City. Pedestrian connections through the barriers need urgent action, and improvements to the Yonge Street underpass are already underway. Similar improvements to the Bay Street viaduct were approved in this year's capital budget for the City.

The proposed Plan calls for improvements to other underpasses, for new pedestrian links west of York Street, and for an extension of the downtown weather-protected walkway system into the Central Bayfront. All these measures would help to provide a comfortable, convenient and enjoyable environment for people to walk between downtown and the waterfront. Additional north-south streets, adequate parking and new or improved north-south bicycle routes are other measures suggested in the Plan to improve connections.

In an effort to overcome the barriers, the Plan proposes that future new buildings be integrated beside, above or under the road and rail corridors. Buildings on either side of a road or rail line tend to reduce its visual presence. In some instances, it may be possible to develop parks or buildings above or beneath a transportation corridor and thus further reduce their barrier effect.

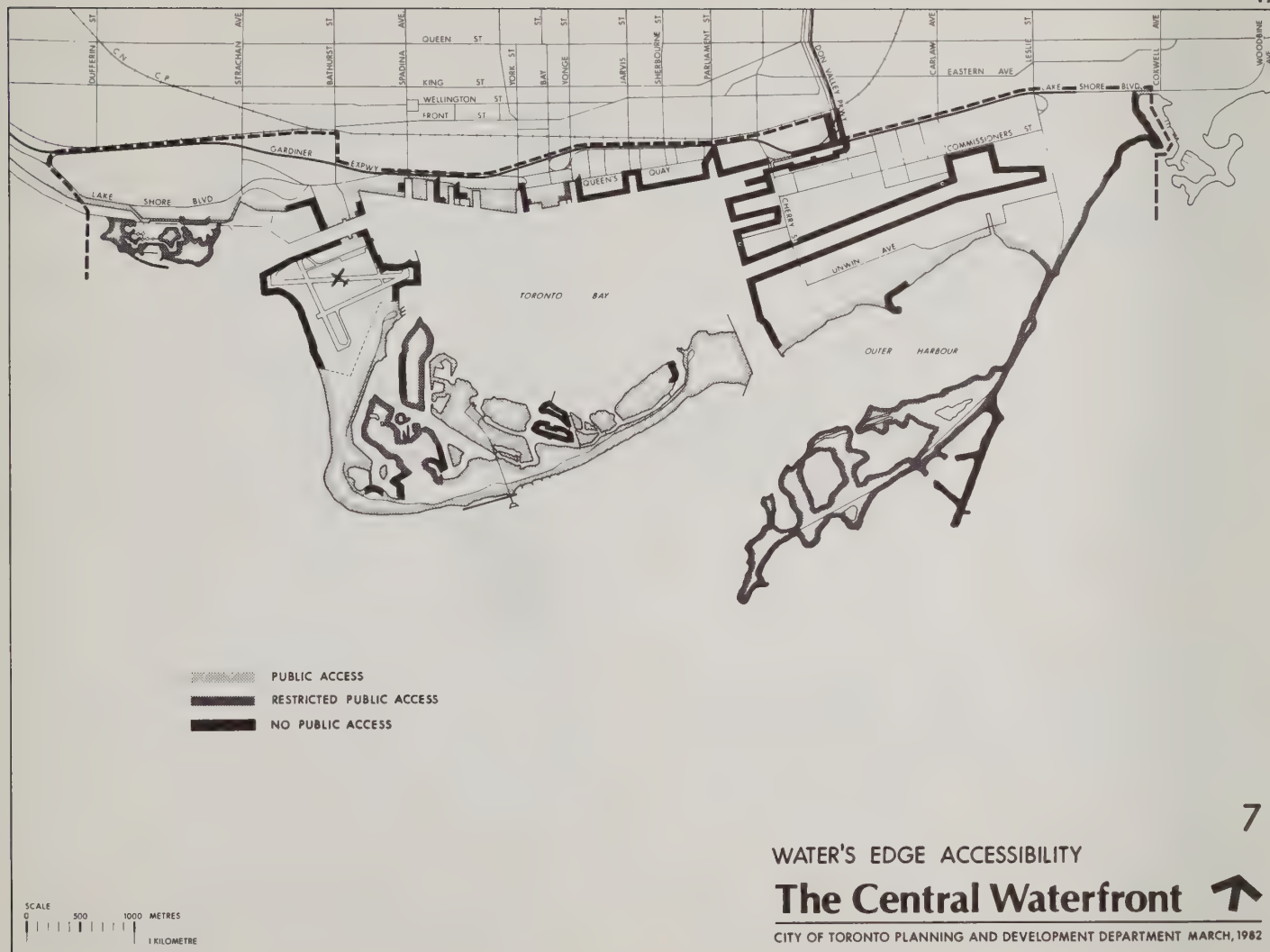
The Plan also proposes to examine the possibility of removing or relocating some barrier elements such as roads, ramps and little-used rail tracks.

Finally, the Plan proposes a policy in opposition to the introduction of additional barrier elements that would cut the Waterfront off from the rest of the City.

2.5 Objective Three: Waterfront Accessibility

The Plan's third objective is to "improve and increase public access and open space along the water's edge, and between parts of the Central Waterfront".

A publicly accessible water's edge is one of the keys to public enjoyment and use of the entire Central Waterfront. Placing this edge in public ownership - as a great deal of it already is - is probably the best way to ensure long term public accessibility. Accordingly, the Plan defines "water's edge lands" as those within seven metres of the shoreline, and recommends that where such lands are already public they remain so, and that where they are private, the City secure them by various means including conveyance upon redevelopment. Private occupants of water's edge lands will be encouraged to allow public access, and new boating facilities should be designed in ways that keep the shoreline accessible. Public owners of water's edge lands are also to be





- EXISTING OFF-STREET PAVED BICYCLE TRAIL
- - - EXISTING ON-STREET BICYCLE TRAIL
- EXISTING OFF-STREET GRAVEL PATH
- ↔ DON VALLEY CONNECTION DESIRABLE
- ★ POINTS OF ACCESS TO SYSTEM
- ★ IMPROVEMENTS DESIRABLE

SCALE
0 500 1000 METRES
KILOMETRE

BICYCLE TRAILS

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encouraged to make their lands freely accessible to the public where this is not now the case.

In instances where uses are dependent upon direct access to shipping facilities, the Plan makes an important exception to a general policy of seeking the acquisition of water's edge lands by proposing that publicly-owned water's edge lands may be leased but not sold to private interests. Even here, though, the policy is to encourage public access where it can safely and reasonably be provided.

Seven metres represents a minimum width for a public water's edge. The Plan states that "where appropriate" it is to be complemented by adjacent parks or wider public rights-of-way, and by ensuring that the ground levels of nearby buildings are available for public use.

Harbour Square and Harbourfront have made an important beginning in providing a public water's edge. This Plan envisions a gradual extension of water's edge accessibility across the Central Waterfront, beginning with priority areas like the East Bayfront, the area between Parliament and Cherry Streets, the north shore of the Outer Harbour from Cherry Beach to the base of the Leslie Street Spit, the Main Sewage Treatment Plant and the foot of Polson Street. Along the Ship Channel in the Port Industrial District continuous water's edge access is viewed as a long term objective rather than an immediate goal. Such access is out of the question at the Harbour Commissioners' active marine terminals on Cherry Street, although public viewing points should be established nearby, as an alternative.

This Plan calls for continuous walkways and bikeways in four locations. The main east-west route is proposed along the mainland shoreline, and would make extensive use of the public water's edge. Other routes are proposed to go up the Don Valley, along the Headland, and on the Islands. As well as connecting areas within the Central Waterfront these routes would connect into the regional park trails network; and they would be important recreational experiences in their own right.

The skeleton of the bikeway system already exists, thanks in part to the Central Waterfront Planning Committee, which worked with eight different government departments and agencies to establish a basic east-west bicycle route. But design and standards vary and maintenance has been less than satisfactory. Similarly, walkways have been built in some areas, but there are many missing links and no co-ordinated design. This Proposals report recommends a public improvement strategy which could be used to establish and maintain the proposed walkway and bikeway systems.

Improved transit access is an important objective of the Central Waterfront Plan. The recently adopted Part II Plans for the Harbourfront area provide for the establishment of a high frequency surface transit

service along an extended Queens Quay route connecting Union Station to Bathurst Street. This route will help link up different parts of the Bayfront and improve connections to the north-south Spadina and Bathurst transit routes. This Plan for the Central Waterfront proposes that various other local improvements be made, such as better access to the Port Industrial District.

At the larger scale, various studies are now underway to investigate the future transit requirements of the Waterfront area. These studies include the joint Metro/Toronto Transit Commission "Accelerated Rapid Transit Study (ARTS), the joint Metro/City "Central Area Traffic Management Study" (CATMS) and the Railway Lands Access Study. The recently proposed joint Provincial/Metro/Toronto Transit Commission/City study of an Intermediate Capacity Transit Line (ICTS) to serve the Central Waterfront between Union Station and the Exhibition Grounds has been deferred pending the results of the ARTS study.

In this context, it can be seen that considerable uncertainty surrounds the long-term plans for transit services into the Central Waterfront. It is in recognition of this that the Harbourfront Part II Plan reserves a "transit corridor" through the Harbourfront lands in order to maintain future options for the development of major, new transit services in this area. Until the conclusions of the studies referred to above are made known and have been debated, detailed recommendations on major transit improvements for the Central Waterfront cannot be brought forward.

Transit for recreation purposes is encouraged in areas where ridership cannot justify regular TTC service and where the service is warranted for special reasons.

2.6 Objective Four: Recreational Uses

The Central Waterfront already boasts parks and playgrounds, beaches, marinas and boat clubs, a sports stadium, museums, natural areas, bicycle trails and a variety of other recreation opportunities. The Islands Park, Ontario Place, the CNE and the Harbour Boat Tours are among the Toronto region's best known recreational resources and biggest tourist attractions. With approximately 475 hectares (1,175 acres) or 43% of its land area used for parks and open space, recreation is clearly the Central Waterfront's dominant land use.

This Plan does not call for large new regional parks in the Central Waterfront except for the Outer Harbour Headland, which is already committed for future regional park use. Its emphasis in this fourth objective is on making better use of the waterfront's recreational resources by linking them, increasing public awareness of them, and promoting an increase in their year-round use. In addition, redevelopment of the Bayfront area will

be contingent upon the provision of water's edge lands and park space.

Ontario Place is open daily for only a four month period in the summer. The Toronto Islands attract approximately 85% of their annual visitors during this same time. Climate goes a long way towards explaining Toronto's summer-only waterfront. The cooler air and breezes which make the area so pleasant in summer make it raw and uninviting in winter. Because it loses its snow faster than inland areas, the Central Waterfront is generally unsuitable for cross-country skiing or snow-shoeing, and the topography is not suitable for downhill skiing.

However, the Central Waterfront can be made hospitable during other times of the year by promoting indoor attractions, winter facilities such as skating rinks, amenities such as restaurants, snack bars and washrooms, and by careful urban design that provides winter sun-traps and shelter from westerly winds and spray.

This Plan includes several other policies which affect recreation uses. One sets out criteria for City Council and other public agencies to use in choosing between competing recreation development opportunities. This same policy statement encourages the provision of "parks and public and commercial recreation facilities ... to serve nearby neighbourhoods, the City and the region" - a recognition that the Central Waterfront must provide several distinct levels of recreation service. The Plan also recognizes the special role of boating in the waterfront recreation experience. It allows for new boating facilities, subject to the other policies for the Central Waterfront, such as those respecting the water's edge and the environment, and after evaluation of the need and distribution of boating facilities elsewhere in the Toronto region. The Plan also recognizes the importance of both Toronto Bay and the Outer Harbour in providing sheltered water suitable for small sailboats.

2.7 Objective Five: Aesthetics and Environment

The Plan's last objective for increasing public enjoyment and use of the waterfront is to "provide aesthetic and other environmental improvements".

Aesthetic improvements will clearly help to improve public enjoyment of the Central Waterfront. Some areas are in transition from industrial use and are already being upgraded in the process. The remaining industrial areas can be made more attractive to a wide range of industries through improvements that will also help integrate them into the larger Central Waterfront. Well-designed buildings, landscaping, distinctive paving and street furniture can help to bring unity to the waterfront without jeopardizing the diversity of its component parts.

This document proposes a waterfront public improvement program

to help achieve these aims. It also calls for excellence in design - not as something which can be legislated, but as an ideal to be pursued. In Harbourfront there will be new buildings and facilities. Redevelopment is proposed for the Central Bayfront and for the East Bayfront. There are likely to be major changes to the Exhibition District, new industrial development in the Port Industrial District, new recreational facilities in the Outer Harbour. This activity will shape Toronto's waterfront well into the twenty-first century. If this new development is not exciting and special, the Central Waterfront will not achieve these qualities either.

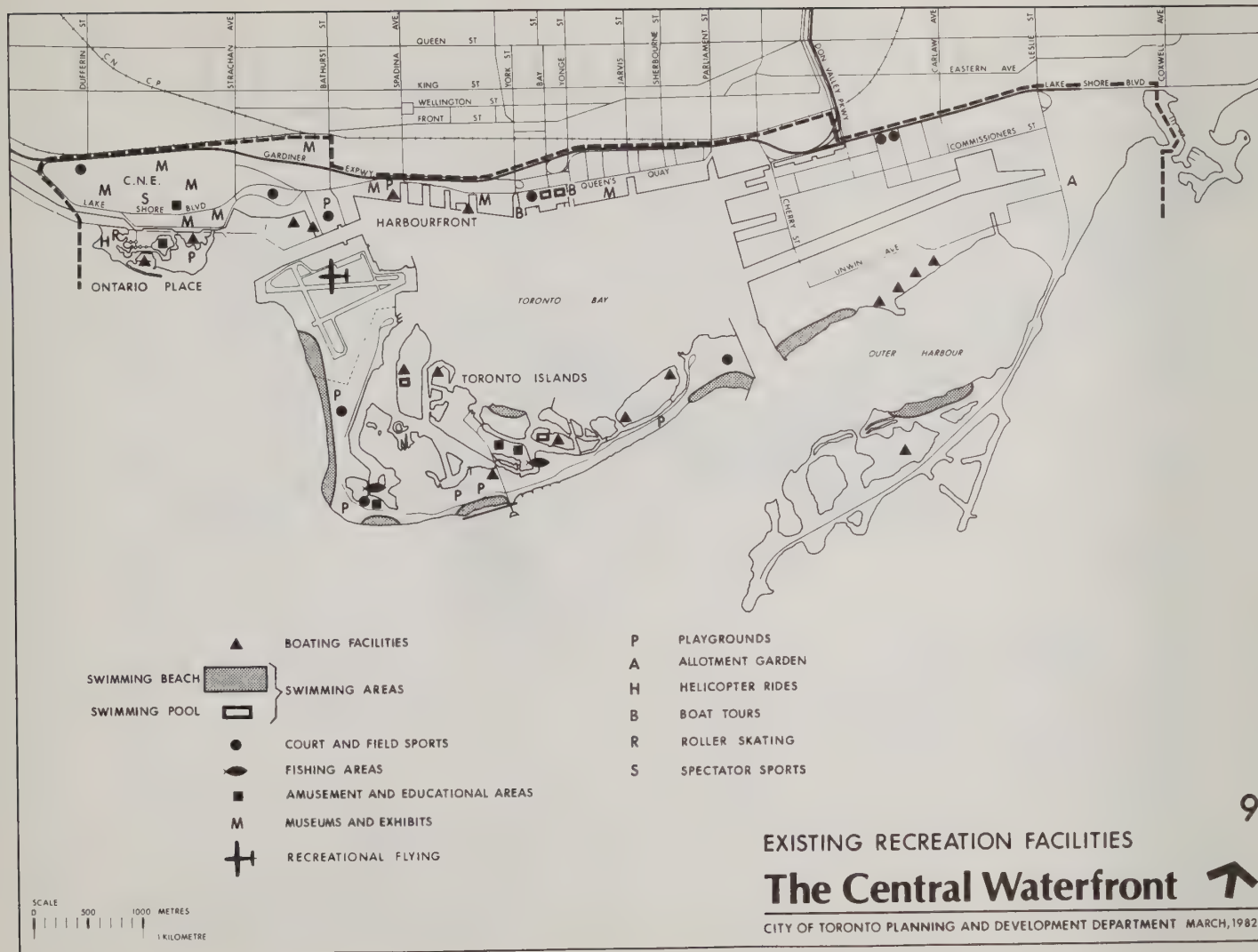
The City's Official Plan already contains policies for the preservation of historic buildings and structures. The proposed Central Waterfront Plan calls for Council to designate and seek to preserve those engineering structures which form an important part of our waterfront heritage.

Views of the water are an essential part of the waterfront experience, and the Plan urges that existing views be maintained and that new ones be created. In the Bayfront, view corridors along north-south streets and views of the slips are especially important.

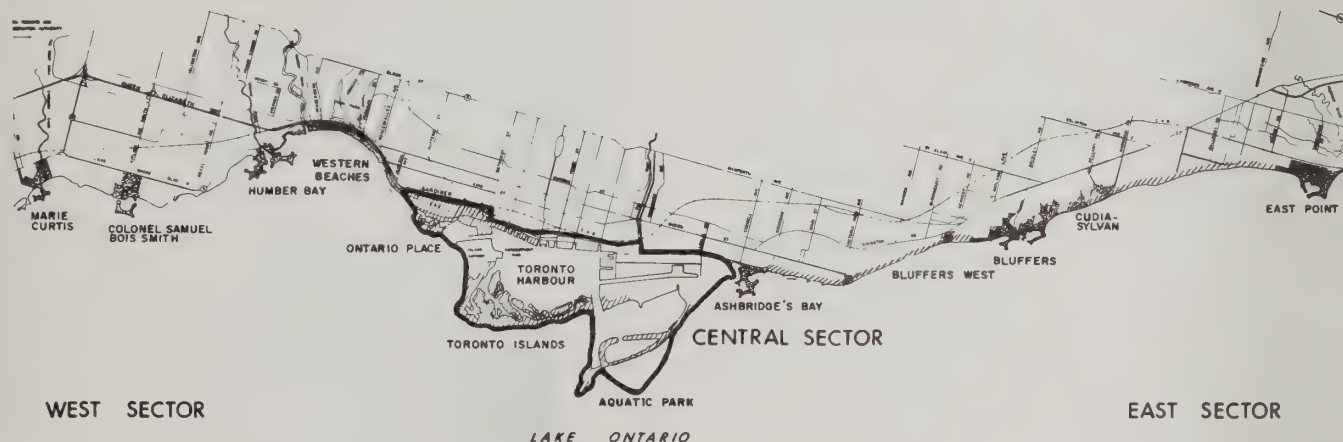
Environmental improvements can make an obvious contribution to public enjoyment. These include actions to reduce water pollution, air pollution, odours and noise, together with actions to conserve the flora and fauna which are a vital part of the waterfront's natural heritage. A new land use category is proposed to be added to the City's Official Plan: Environmental Resource Area (E.R.A.). The Plan locates five areas - four of them on the Toronto Islands, the other on the Headland - which "contain unusual, rare, significant or sensitive environmental features, such as landforms, vegetation, or areas used by wildlife populations".

The E.R.A. policies are set out in statements which establish the rationale for the policy, the intent that each E.R.A. be maintained and managed for conservation, public enjoyment and compatible recreation experiences, and the mechanism through which this intent will be realized. Co-operative effort is contemplated between the City and the owner in order to establish the uses to be permitted, the management practices to be followed, the provisions to be made for public access (which would need to be carefully regulated in the case of more sensitive areas) and an environmental assessment procedure to be used for developments or public works which would affect the E.R.A..

Since these E.R.A. policies are relevant to the whole City, they are not included in the proposed new Section 5A: The Central Waterfront, but in a proposed new Section 5B, under the heading "Environment". Other policies on the environment are now being prepared by the Planning and Development Department for inclusion in Section 5B, and will be the subject of another Proposals report in the near future. They will include





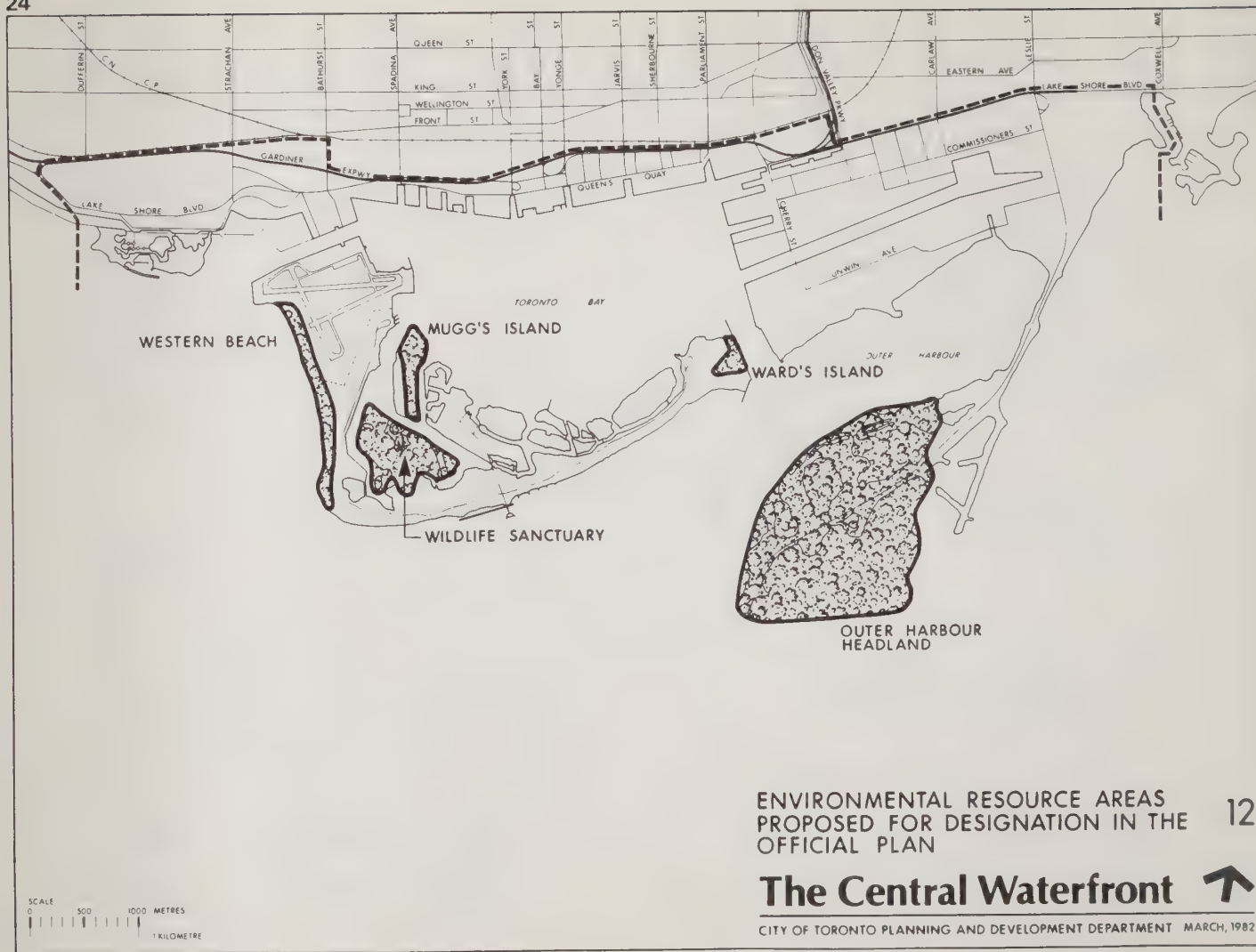


WATERFRONT PARKS OF M.T.R.C.A.
(Source: M.T.R.C.A. WATERFRONT PLAN 1972-1981)

The Central Waterfront

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ENVIRONMENTAL RESOURCE AREAS
PROPOSED FOR DESIGNATION IN THE
OFFICIAL PLAN

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policies respecting the need for flood-control in the Lower Don area - an issue which is of obvious significance in the Central Waterfront's Port Industrial District, but which also affects parts of the adjoining King-Parliament and South Riverdale planning areas.

The other environmental matter dealt with in the Plan is the land-filling of Lake Ontario and the harbours. Most of today's Central Waterfront is a result of past landfill activities, and it is clear that future land-filling could change the area in a dramatic way. The benefits of new land are fairly obvious, but using landfill techniques to create it may involve significant costs. Water quality and circulation are the major areas of concern with respect to the natural environment. Landfill may have implications for boating, public access to the water's edge, views, and the separation of the city from the lake. The Plan therefore contains a policy designed to restrict landfilling which would, in Council's judgment, be detrimental in these respects.

2.8 Other Objectives of the Plan

The primary goal of increasing public enjoyment and use of the Central Waterfront provides a necessary and important focus for this Plan - a principle to guide forthcoming crucial land use decisions. But it is not a principle to be pursued dogmatically in a manner which might endanger other important City objectives. Consequently, the proposed Official Plan statement setting out the primary goal of promoting increased public enjoyment and use is followed by the additional statement:

In implementing Section 5A.2, Council shall have regard for the important contribution of the *Central Waterfront* to the well-being of the City as the location of industrial jobs, public utilities and rail and road transportation corridors, and of the *Port Industrial District* as the location of commercial shipping activities, industrial job opportunities and heavy industry; and shall seek to ensure that these functions are properly protected.

Proposed policies related to these functions of the Central Waterfront are discussed below.

2.8.1 Shipping

The Central Waterfront is the only area in Metropolitan Toronto where port activities take place. Trade through the Port of Toronto contributes to the economic health of the City and the larger Toronto region. Clearly, the

City should ensure through its planning that present commercial shipping needs are adequately accommodated, and that reasonable provision is made for the future growth requirements of the Port.

The Metropolitan Toronto Waterfront Plan of 1967 provided for a vastly expanded Port of Toronto. The St. Lawrence Seaway had recently been completed, one-third of Canada's "total buying power" was within a one hundred mile radius of Toronto, tonnage through the Port was increasing and the prospects looked bright. The optimism proved unfounded, for since 1974 total cargo tonnage has stabilized at roughly half the 1960's levels. General cargo, the high value end of the port's trade, dropped in 1980 to 181,000 tons - its lowest value since the 1950's, and less than a quarter of the peak level reached in 1969. In 1980, only 127 overseas vessels came up the Seaway to call at Toronto as compared to 1187 ships in 1967.

The explanation of the decline of the Port lies primarily in changing transportation technology. Inter-modal containers, which can be trans-shipped to rail or road at eastern ports, have hurt trade through all of the Great Lakes ports. So has the use of larger vessels, many of which can not get up the Seaway. And the restricted nine month Seaway shipping season is a continuing problem.

The result for Toronto's waterfront has been a reduction in land used for shipping purposes. The Toronto Harbour Commissioners now operate only two marine terminals on eighty acres, compared to six terminals on one hundred and forty acres in the late 1960's. The area occupied by port-using industries has also dropped. The Outer Harbour, created and dredged for a shipping boom that never came, has instead become an important recreational amenity which has yet to be used for commercial shipping. The shape of port land requirements has changed too. With modern cargo handling techniques, a single berth can turn around three or more vessels in the time it used to take to handle one. So less dock wall is needed, but the back-up space behind each berth must be greater.

The Port of Toronto's recent past underlines the difficulties in planning for its future. If technology and freight movement patterns continue as they have, there will be no problems. The Toronto Harbour Commissioners' existing terminals can handle two or three times their current cargo volume. Vacant dockside land can handle any foreseeable increase in demand by port-using industries. Even specialized new activities, such as a translake roll-on/roll-off ferry service, can probably be accommodated at the present marine terminals on Cherry Street. Section 5A.17 of the proposed Plan contains two policy statements with respect to shipping and navigation uses. The first states Council's policy:

to encourage the Commissioners to maintain, in the Inner Harbour portion of the *Port Industrial District*, sufficient land to accommodate the present and foreseeable future needs of uses requiring direct access to shipping facilities.

This statement reflects planning goals for the Inner and Outer Harbours. The Inner Harbour has existing port facilities with surplus capacity, and which are capable of moderate expansion; it has several miles of existing dockwall; and it has some vacant land adjacent to that dockwall. The Outer Harbour, by contrast, has no existing facilities and one of the few stretches of "soft" shoreline in the mainland Central Waterfront. Shipping uses would likely require expensive new dockwall and a new breakwater south of the Islands to protect against westerly storms. These developments would eliminate some of the soft edge and involve filling part of the Outer Harbour, reducing its value for small boat sailing and probably destroying part, if not all, of the sixty-year old Cherry Beach Park.

In view of the likelihood that foreseeable future shipping needs can and should be accommodated in the Inner Harbour, the Plan encourages the Toronto Harbour Commissioners to manage their lands accordingly. It does not, however, explicitly rule out the use of the Outer Harbour if circumstances should change in the future. It allocates fairly low-investment recreation uses to the north shore, in effect recognizing the existing situation, and encourages further development along the same lines. In order to plan for future port needs, a recommended action of this document calls for a joint study of shipping requirements to be carried out every five years by the City and the Commissioners, so that any major new port development, such as an expansion into the Outer Harbour, can be jointly planned. This action will allow the Plan to be adjusted to meet unexpected shifts in shipping needs.

The second shipping related policy states that it is Council's policy to encourage new port-using industries, but only where they will "attain a high standard of performance in terms of environmental protection", and where they need a location in the City. It is hoped that the level of industrial employment in the Port Industrial District can be increased and that the appearance of the District can be upgraded to an industrial park-like character in order to attract new industries. Many port-using industries are low-employment storage type uses, and some may have a deleterious environmental effect on their surroundings. Port-using industries are encouraged that are compatible with the Plan's other policies.

The Toronto Harbour Commissioners have jurisdiction over shipping and navigation matters. It is, however, the City's responsibility to determine future land use for the Central Waterfront. These policies should provide for future shipping needs and deal with the direct and

indirect effects of the port on other land and water uses. The implementation of these policies can occur only through the mutual co-operation of the Commissioners and the City.

2.8.2 Industry

The Central Waterfront provides over 10% of the City's industrial jobs and approximately one quarter of its industrial land - most of it in the Port Industrial District. This is one of the City's three main industrial districts, and the only one with significant areas of vacant land. As such, the waterfront has an important part to play in the City's industrial economy.

The City's policy towards industry is to encourage its retention and renewal, and to accommodate new and relocating industrial firms whose operations are suited to a City location. This policy stems, in the main, from a concern that industrial job opportunities in the City be maintained. Various planning reports over the last seven years have noted that the Port Industrial District contains vacant industrial sites, unserved land south of the Ship Channel, and large sites which may become available for industrial redevelopment (especially some of the oil tank farms). Accordingly, these reports have proposed that new and relocating high employment industries should be encouraged in the Port Industrial District, and that the District should be improved to help attract such industries. ("High employment industries", in this context and in the proposed Official Plan statements, means industries which provide a large number of jobs relative to the land area they occupy.) This proposed Plan accepts and supports such initiatives, recognizing that they will not only help to reduce the outflow of industrial jobs from the City, but also can contribute to the diversity and improvement of the Central Waterfront. The City's new economic development program should enable it to play a major role in helping to implement this policy in the Port Industrial District.

The "heavy industry" policy is a second aspect of the City's industrial strategy, and it has already had significant impact on the Central Waterfront. This policy concerns "primary and other industries involved in the processing, recycling or storage of raw and other materials, which may have a detrimental environmental effect on other industries". It calls for such industries to be located in areas which are remote from residential or commercial areas, and which already contain a range of similar industrial uses. Again, the Port Industrial District has been singled out as the one part of the City which clearly meets these guidelines. As a result of City/Harbour Commission co-operative planning, a number of scrap metal recycling firms have relocated in the Port Industrial District during the last few years. This Plan proposes to designate a limited area within

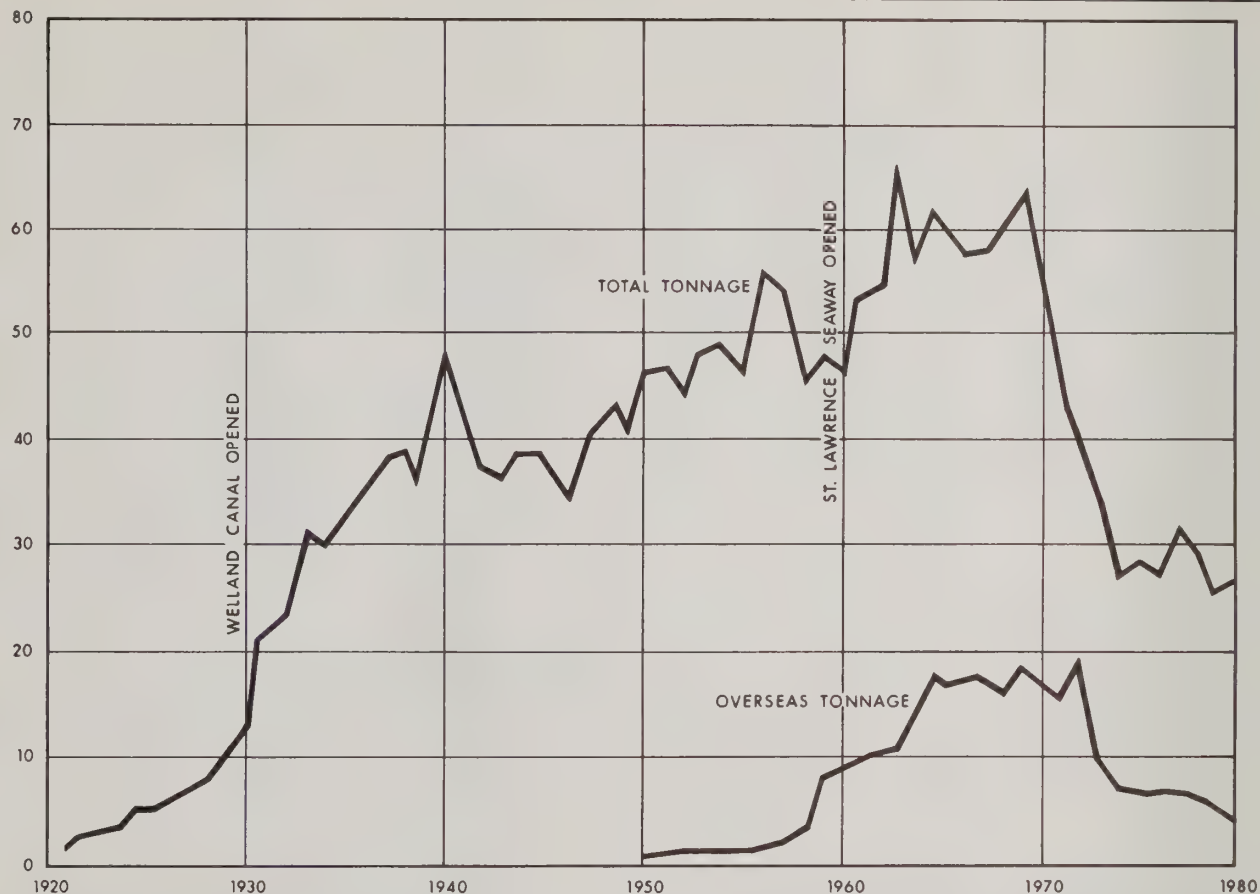


FIGURE 2

* BASED ON DATA PROVIDED BY
THE TORONTO HARBOUR COMMISSIONERS

CARGO TONNAGE FOR
THE PORT OF TORONTO 1920-1980

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

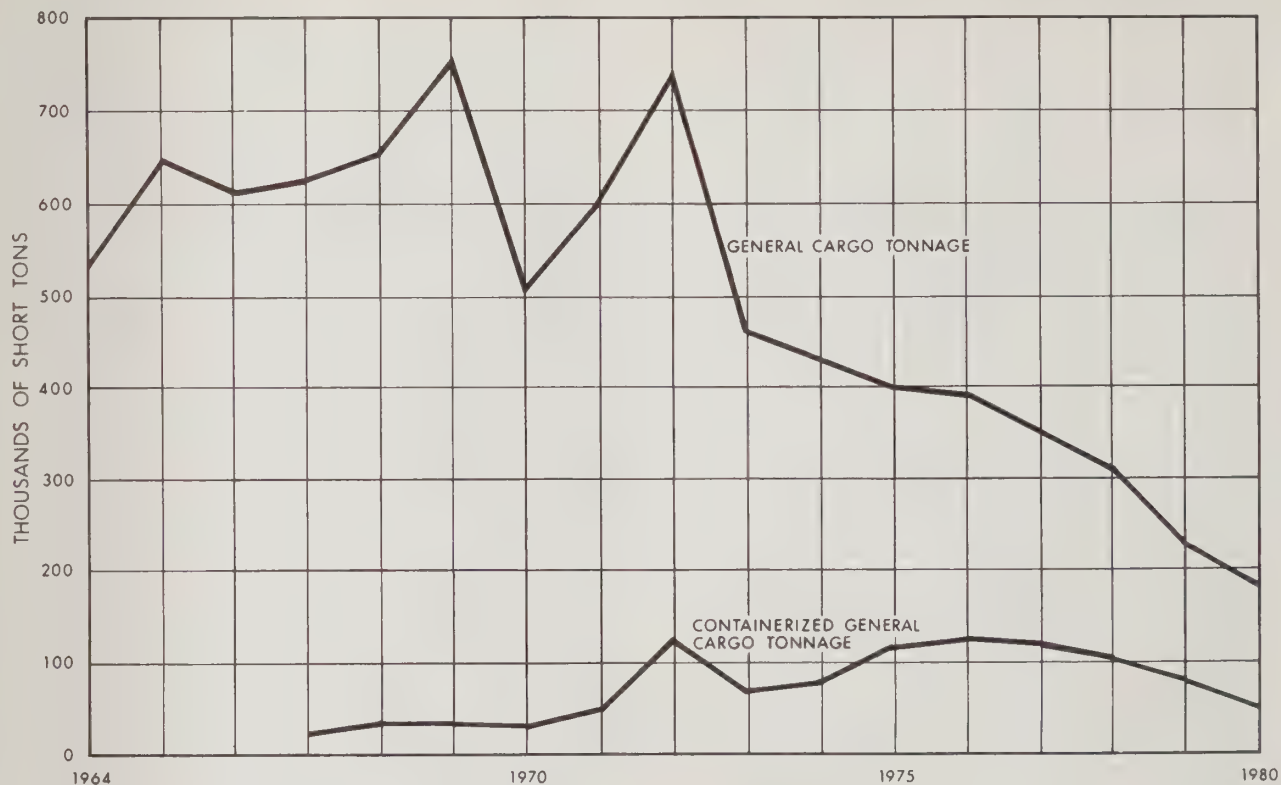


FIGURE 3

* BASED ON DATA PROVIDED BY
THE TORONTO HARBOUR COMMISSIONERS

GENERAL CARGO TRENDS
IN THE PORT OF TORONTO 1964-1980

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

the District, including some vacant sites, as suitable for heavy industry. However, recognizing potential conflicts with the more important policy of attracting high employment industries, and environmental concerns over the cumulative effects of a large concentration of heavy industries, it proposes to redesignate most of the District to prevent any further expansion of heavy industry areas.

Overall, the proposed Plan recognizes the importance of industry in the waterfront and encourages a continuing and expanded industrial role for the Port Industrial District and other parts of the Central Waterfront which are appropriate for continued industrial use. Specifically, it provides for the continuation of the Fleet Street industrial area at Bathurst and Lakeshore, for the continuation of compatible industry in the East Bayfront, and for the Port Industrial District to be "made more attractive to a wide range of industries".

The continuing presence of industry will help to ensure a diverse waterfront, and the industrial areas can be successfully integrated into the Plan's waterfront-wide recreation system of water's edge walkways, bike paths and parks. It is proposed that industries requiring access to the water be given the opportunity to achieve such access across the recreational corridor along the edge of the Outer Harbour.

The "window on the industrial world" concept, through which industrial operations and processes are deliberately exposed to public view (subject to adequate security precautions) can also help to integrate industrial and recreational uses.

2.8.3 Utilities and Transportation Corridors

Major public utilities in the Central Waterfront include Metro's Main Sewage Treatment Plant, Hydro's R.L. Hearn Generating Station, the Commissioners Street Incinerator and the Island Water Filtration Plant. The future of Hearn Station is uncertain, but the other public utilities are likely to remain. In the case of the Sewage Treatment Plant, there may possibly be a need for plant expansion north and westwards within the site boundaries, or southwards into the lake. The proposed Plan ensures that these options are protected. A major new utility may also be built in the Port Industrial District. Both the Hearn site and the former Gulf Oil site are now being considered for a refuse-fired District Steam Heating Plant. The City, on planning grounds, prefers the Gulf Oil site.

The Plan identifies several ways in which these utilities can contribute to public enjoyment and use of the waterfront without impairing their proper functioning. The Sewage Treatment Plant contains more than a thousand metres (3,275 feet) of water's edge which can potentially become a key link between the Eastern Beaches and the rest of the

Central Waterfront. Also, interpretive displays and tours of this Plant could promote public awareness of this generally unknown facility. At the Hearn Station outfall channel, Hydro and City officials have worked to encourage the creation of a fishing park using both Hydro and Harbour Commission lands. The proposal was shelved because of concern about the health hazards of contaminated fish, but the area's park potential should be re-examined in the context of establishing a recreational water's edge in the Outer Harbour.

The possible expansion of the Commissioners Street incinerator into McCleary Park, which is a well-used park facility, would clearly detract from public enjoyment and should be discouraged. Development at alternative locations such as the Gulf Oil site would be much better. In the event that there are no viable alternatives, Metropolitan Toronto should be encouraged to provide comparable park facilities at another site within the Port Industrial District.

The road and rail corridors which form the Central Waterfront's northern boundary play a regionally-significant role in bringing people and goods to the City's Central Area. Innovative development approaches and/or changes to these corridors are needed to overcome their barrier effect - already discussed in Section 2.4 - but their proper functioning remains fundamental to the City and must be protected.

2.9 Road and Transit Policies for the Central Waterfront

Transportation related matters have been discussed at several points during this chapter, and some of the issues raised are elaborated further in Chapter 3. The following is a summary of transportation policies concerned with roads and transit in the Central Waterfront.

For the Central Waterfront as a whole, the Plan proposes that improved transit service be provided, and that better north-south transit connections be established with the rest of the City. It calls for improvements in the north-south road system, including, where possible, the connection of streets now interrupted by the rail corridor. And it emphasizes that the proper functioning of rail and road transportation corridors must be protected.

For the most part these policies affect the Bayfront. This is also true of the Plan's call for measures to reduce the barriers (including the relocation, realignment or removal of roads and rail tracks, where their proper functioning would not be undermined), the opposition to new structures which would increase the barrier effect, and the proposal for a more rational road system in the Central Bayfront. The proposal for an improved pedestrian environment in the Central Bayfront will likely influence the road realignment plans for this district, as will the requirement

for access improvements to ensure more developable land parcels in the Central Bayfront.

Analysis of the proposed redevelopment in Harbourfront suggests that this portion of the Bayfront requires improvements in the transit system in order to accommodate the commercial office potential established by the Harbourfront Part II Plans. The proposed limit on new office space to be permitted in the North Central Bayfront and the proposal to restrict office space on Marine Terminal 27 are intended to provide an opportunity to examine the adequacy of road and transit systems, to determine an appropriate mix and distribution of uses for these areas, and to ensure that the proposed Central Waterfront Plan is consistent with existing policies for the Central Area, particularly those related to the deconcentration of office development. The same reasons underlie the proposal to restrict office space in the East Bayfront.

Other transportation policies in the Plan concern the Central Waterfront's various other districts. The City is to seek improved transit service for the Port Industrial District, and also to make provision for the servicing of unserviced lands, including any new roads that may be required for local access. Peak period parking for the Outer Harbour Headland is to be provided in adjacent areas of the Port Industrial District. Meanwhile, regular public transit should extend along the Leslie Street extension at least to the easterly limit of the Outer Harbour Headland environmental resource area. Finally, the Plan proposes an investigation of the bridging or decking of Lake Shore Boulevard within the Exhibition District, in order to improve connections to the water.

In addition to these proposed new policies, the Central Waterfront is subject to all the existing transportation policies of the City's Official Plan. These include Council's recent amendments to Section 7, and its policy to support increases in peak hour transit capacity in the short term "only to the extent that such use does not necessitate the construction of additional major transit facilities" to bring commuters into the Central Core.

As discussed earlier, various studies now underway will influence the nature of the long-term transportation improvements to be provided for the Central Waterfront. The Accelerated Transit Study, the Central Area Traffic Management Study, and the Railway Lands Access Study will all have a bearing on the final form of the area's road and transit systems. It is because these studies are underway that specific transportation improvements are not detailed in this Plan. However, it is hoped that the general distribution of land uses proposed in this Plan will contribute to the larger debate on the need for additional transit services into the Central Core.

3. POLICIES FOR WATERFRONT DISTRICTS

The preceding chapter sets out the policies for the Central Waterfront as a whole. This chapter on District policies explains how these general principles are to be applied in the various parts of the Central Waterfront. Only some of the Plan's aims may be achieved in a given district, but collectively the District policies will implement the goals of the Plan.

For each District there are policies stating the desired general character of the area, the categories of uses which are to be permitted, an indication of the intensity of development considered appropriate, and the conditions that proposed developments must meet.

3.1 The Bayfront

It is in the Bayfront, south of the Gardiner Expressway and between Bathurst Quay and Parliament Street, that the implementation of policies to increase public use and enjoyment of the waterfront should have the greatest impact. The Bayfront is important for two reasons. First, it is located adjacent to the City's downtown and Financial District, separated from the heart of the City only by the Railway Lands and the Gardiner/Lake Shore corridor, and second, it has potential for future redevelopment.

The present Official Plan requires that a Part II Official Plan be prepared for any part of the Bayfront west of Yonge Street in which major redevelopment is to occur. In view of the future redevelopment that is envisioned in this area, this proposed Plan recommends extending that requirement over to Parliament Street, so that it covers the entire Bayfront area. A Part II Official Plan supplements the Part I Official Plan by providing more detailed policies for a defined area.

The proposed Bayfront Part II Plans should be developed in consultation with the Toronto Harbour Commissioners and other Bayfront landowners. Like the Part I Plan, these Part II Plans would have to be in conformity with the provisions of Metroplan. Consultation with the Metropolitan Toronto Commissioner of Planning and his staff will be undertaken in order to ensure that such conformity exists.

The Bayfront is subdivided into three districts: Harbourfront, the Central Bayfront and the East Bayfront. A Part II Official Plan has already been adopted by Council for Harbourfront, permitting development to proceed once other requirements are met. Part II Plans for the Central Bayfront or portions of the Central Bayfront are in the preliminary stages, while a Part II Plan for the East Bayfront is considered a lower priority at present.

3.1.1 Harbourfront and The Terminal Warehouse Area

The Harbourfront lands, consisting of Harbourfront and the Terminal Warehouse Area, are located in the westerly portion of the Bayfront between Stadium Road (on Bathurst Quay) and York Street. The Federal Government, excited by the possibilities of opening up the waterfront by revitalizing these industrial and vacant lands, acquired almost all the properties in the District (approximately 33 hectares or 81 acres of land) between 1972 and 1975.

While deciding how best to use the land over the long term the Federal Government renovated some existing buildings and started providing public events and activities under the name "Harbourfront". Most people now associate Harbourfront not with a large land area awaiting redevelopment but with an organization providing recreational and cultural programs.

However, the redevelopment of the Harbourfront lands, which is just beginning, will be an important step in implementing this Plan for the Central Waterfront and will make this area a desirable and more accessible part of the City. It will conform to the detailed policies of the Part II Official Plans for Harbourfront and the Terminal Warehouse Area, as amended.

Although these Part II Official Plans were prepared before this Proposals Report was completed, they are based on an early draft of the Central Waterfront Plan and on the considerable background information and debate generated by the Central Waterfront Planning Committee and the Harbourfront Working Committee. Harbourfront Corporation, an agent of the Federal Government which will co-ordinate the construction and management of the lands, has committed itself through a legally binding agreement with the City to conform to the Official Plan policies and to follow a detailed planning process for each sub-area within Harbourfront.

Almost all of the water's edge within the Harbourfront lands will be accessible to the public. In addition, the area will contain facilities for public events and programs, park space adjacent to the water's edge, about 3,000 housing units of which approximately 30% are intended to be assisted housing, and 115 000 square metres (1,237,850 square feet) of commercial office space, most of it close to Bay Street in the York Quay area.

The proposed Central Waterfront Plan in no way changes the Part II Official Plan policies for Harbourfront and the Terminal Warehouse Area.

3.1.2 Central Bayfront

The Central Bayfront, directly south of the City's downtown area, is currently comprised of vacant sites, the Gardiner/Lake Shore road and ramp system, the Toronto Star building, the Harbour Castle Hilton Hotel, the Harbour Square apartments, City Park on the water's edge near the ferry docks, and Marine Terminal 27.

Its strategic location between York and Yonge Streets and its proximity to downtown gives this area an importance far beyond its size. For many people the Central Bayfront forms their first impression of the City's waterfront, as they walk or drive through it on their way to the Toronto Islands ferry, the Harbour Castle Hotel, Harbourfront, or the harbour tour boats. Unfortunately that impression is often less than enjoyable due to underused sites and parking lots, a confusing road system in which Yonge Street southbound simply disappears, a lack of sidewalks, fast-moving traffic, and an inability to see Toronto Bay.

It is here that new commercial and residential development, combined with road improvements, better pedestrian routes, and new park space, will play a particularly important role in revitalizing the Central Waterfront. New development can turn the Central Bayfront into an important district of the City with lively sidewalks, a variety of activities, and a generally more attractive environment.

The Central Bayfront can be considered as three different sub-areas in terms of planning issues:

1. Harbour Square Lands

This sub-area contains the Harbour Square apartment buildings and the Harbour Castle Hilton Hotel - all part of a development approved by Council in 1969. The Harbour Square agreement, as modified, allows two more residential towers adjacent to the York Street Slip, and a major office development of 139 000 square metres (1.5 million square feet) on the parking lot north of Queen's Quay between the York Street ramp and Bay Street. The agreement also provides for a public park, known as City Park, on the water's edge. Construction of the two additional residential towers is scheduled to begin in 1982, and improvements to City Park will be phased in over the next two years.

The Harbour Square Lands also includes the lands owned by the Toronto Harbour Commissioners between Bay Street and Yonge Street south of Harbour Street. This site, which is not part of the three party agreement referred to above, is currently leased by Campeau Corporation and is the location of the Harbour Castle

Convention facility and an adjacent parking lot.

This Plan does not alter the existing Official Plan policies relating to the Harbour Square Lands. However, if the opportunity arises to amend the portion of this sub-area covered by the existing three party agreement between the City, the Toronto Harbour Commissioners and Campeau Corporation Ltd., the City should ensure that it achieves the following objectives in the area north of Queen's Quay and west of Bay Street:

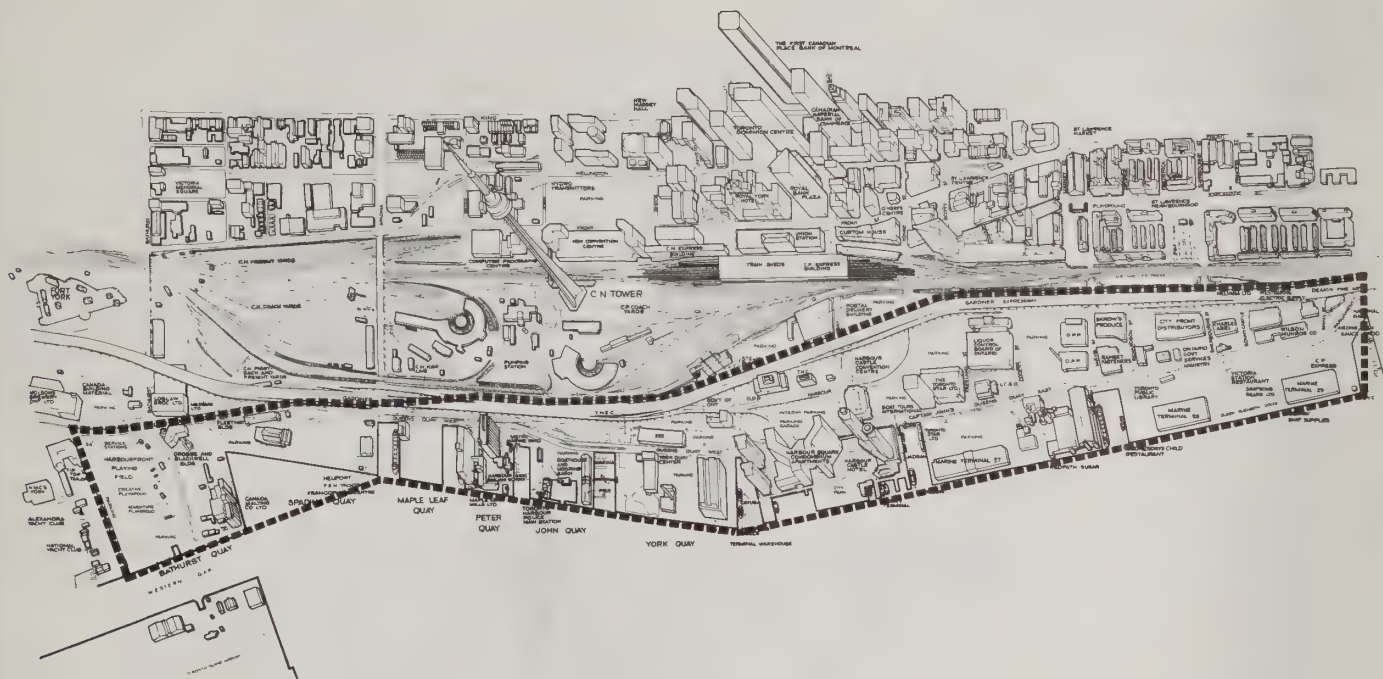
- a) a reduction in office commercial in exchange for a mix of uses more consistent with the objectives of this proposed Plan; and
- b) a redesign of the project to provide convenient pedestrian connections to the north, and make the development a more pedestrian oriented scheme.

With respect to the undeveloped portion of the site occupied by the Convention facility and parking lot, a Part II Plan covering this site and the North Central Bayfront would lead to future development for commercial, residential and institutional uses. This proposed Part II study is outlined in more detail under the North Central Bayfront.

2. North Central Bayfront

This area includes the Toronto Star lands, the Ontario Provincial Police building (north of Harbour Street at York Street), the former Ontario Welcome House at 8 York Street (now rented to several non-profit organizations), some small parcels of METRO AND City owned land adjacent to or under the Gardiner Expressway, the small former Bank of Commerce building, and two sites owned by the Toronto Harbour Commissioners (THC).

This Plan proposes the redevelopment of the two Harbour Commissioners sites for mixed commercial-residential use in conjunction with the undeveloped portion of the Harbour Square Convention facility site included in the Harbour Square Lands, and regards such redevelopment as desirable if the Central Bayfront is to realize its potential as the gateway to the Central Waterfront. Proposed policies also envisage housing for a variety of income groups. However, no new development, beyond that which is already permitted by the Zoning By-law, should be authorized until a Part II Official Plan has been prepared and adopted.



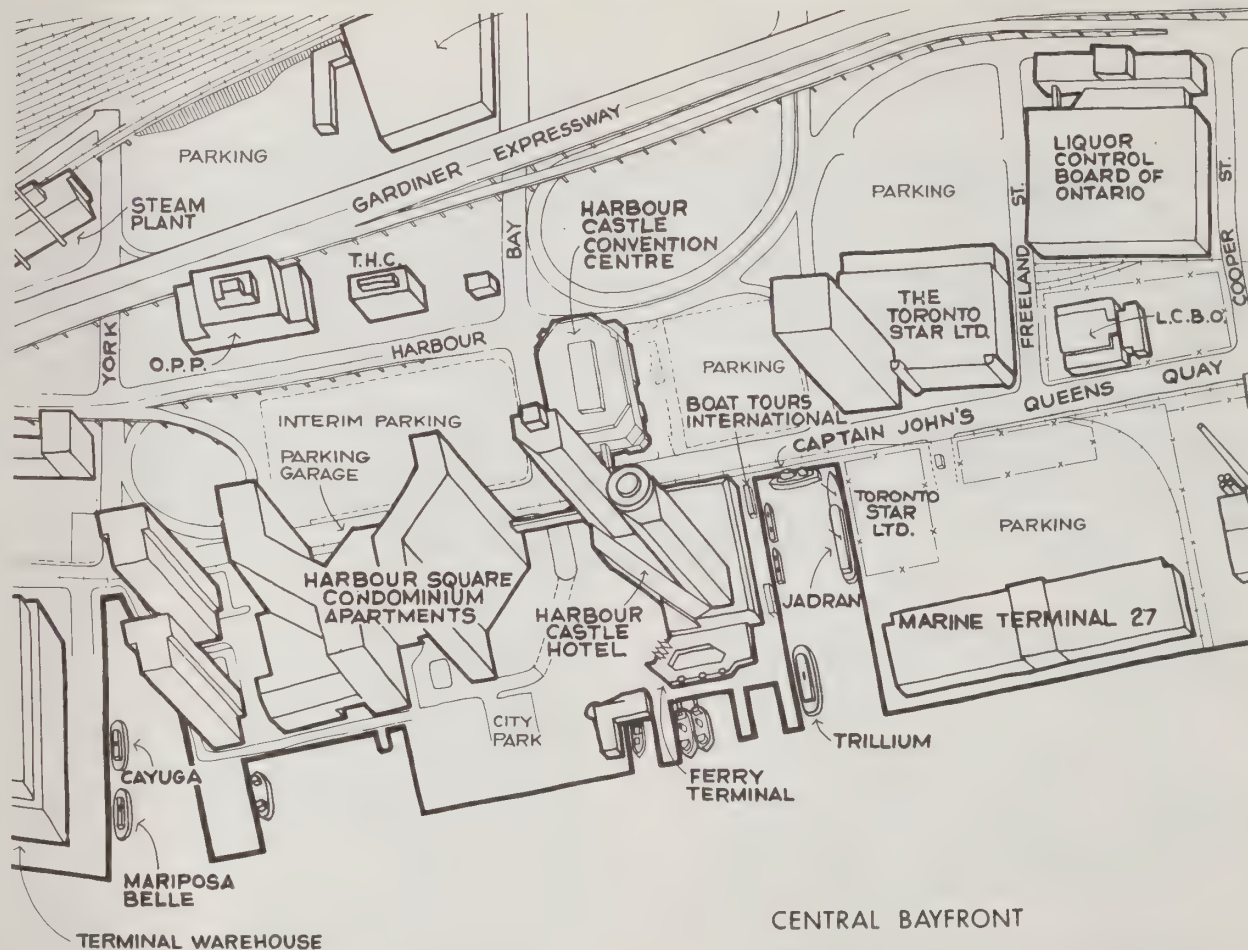
NOTE: INCLUDES PROPOSED NEW HARBOUR SQUARE RESIDENTIAL TOWERS, PROPOSED NEW CONVENTION CENTRE, TERMINAL WAREHOUSE REDEVELOPMENT (UNDER CONSTRUCTION) AND ST. LAWRENCE PHASE C-1 (UNDER CONSTRUCTION).

THE BAYFRONT

The Central Waterfront



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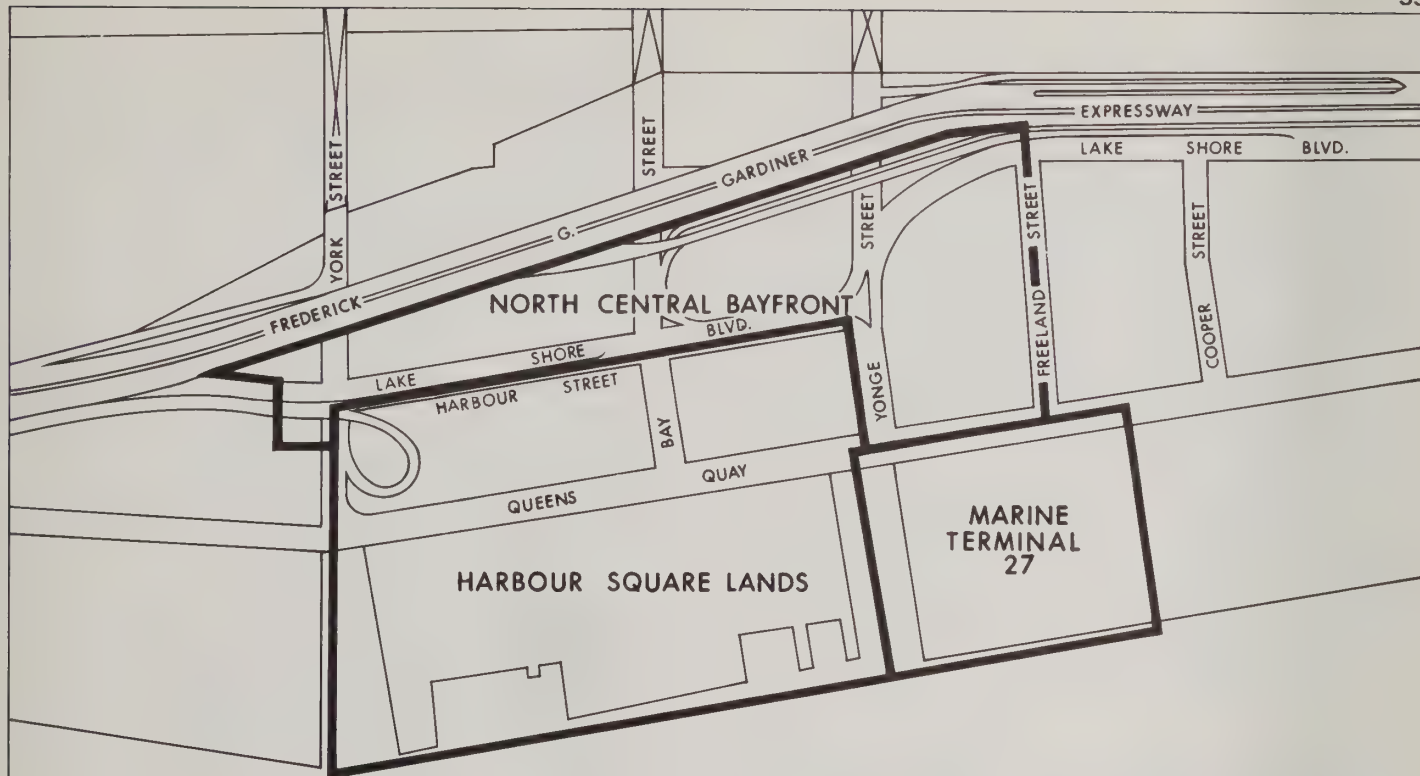


CENTRAL BAYFRONT

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982



SCALE

0 500 1000 1500 2000 2500 METRES

$\frac{1}{4}$ KILOMETRE

CENTRAL BAYFRONT AREAS

The Central Waterfront



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The largest of the THC sites, between Bay and Yonge, is encircled by the Gardiner Expressway's Yonge Street on-ramp, which makes it difficult to obtain satisfactory access for vehicles. Vehicular access to the site west of Bay Street is also difficult. Preliminary work has shown that some of the possible solutions to these problems would affect the third THC site included with the Harbour Square Lands sub-area and presently used for parking by the Harbour Castle Convention facility. This work has also indicated possible impacts on the adjacent OPP and Toronto Star sites. Accordingly, all three sites owned by the Toronto Harbour Commissioners should be included in the area covered by the proposed North Central Bayfront Part II study, and it is recommended that no new development be permitted on any of these sites until that study is completed. Preliminary work on this study is now underway.

An important outcome of the North Central Bayfront Part II Study will be a road realignment plan which must be acceptable to both City and Metropolitan Councils and which must adequately address the following objectives:

- the provision of adequate access to all sites with development potential;
- the continuation of Yonge Street as a two-way street to Queen's Quay;
- a substantially improved pedestrian environment; and
- the maintenance of adequate capacity in the regional road system.

The Part II Plan will also make detailed recommendations on land use, density and built form. In terms of use, the Part II Plan should be based on the principle of mixed use, including office, residential and at-grade retail activities. Institutional and non-office commercial uses will also be considered.

Final density recommendations will depend on built-form and urban design studies which implement the Plan's objective of creating a lively, hospitable environment at grade which re-unites the waterfront with the City. Views to the water are also considered essential. In addition, the final built form of the area should be consistent with the necessary road re-alignments required to provide suitable development parcels as well as transit requirements to serve the North Central Bayfront.

Issues that must be addressed in further study, other than the built-form and urban design objectives mentioned above, include an investigation of transit demand and facilities required and a suitable road system to provide for the future redevelopment of the North Central Bayfront. Some of the issues, such as transit, are indeed complex, as was made evident during the preparation of plans for the nearby Harbourfront development. In addition, the transit issue and its resolution are related to other planned developments in surrounding areas, including the Railway Lands. Until the necessary studies of this area and its surrounds are completed and a Part II Plan adopted, it is proposed that no development be permitted in the North Central Bayfront that exceeds the maximum densities as established in the existing Zoning By-law, including the amendments made by By-law No. 356-76, which is discussed in more detail in Chapter 6.

As noted previously, the present Official Plan already contains a statement, under the heading "Harbour Square Lands", relating to the area bounded by Bay, Harbour, Yonge and Queen's Quay - presently occupied by the Harbour Castle Convention Centre and parking lot. This statement, which permits the Convention facility and a small office building, has been left unchanged pending completion of the North Central Bayfront Part II Plan.

3. Marine Terminal 27

This 4.1 hectare (10 acre) site, now used for parking, storage and by the Toronto Harbour Commissioners, is just east of the Harbour Castle Hilton Hotel and south of the Toronto Star building. Its water's edge is presently inaccessible to the public, but the site provides opportunities through redevelopment primarily for housing, non-office commercial uses, and waterfront park space. Here, as in Harbourfront, a public water's edge is proposed to be combined with housing for a mix of income groups and some commercial uses. The Marine Terminal 27 Part II Plan will recommend appropriate densities and planning criteria for the area, including measures to ensure compatibility with the adjacent Redpath Sugar Refinery, which is expected and encouraged to remain.

3.1.3 East Bayfront

The East Bayfront is located south of the St. Lawrence neighbourhood and the railways, and extends east from Freeland Street and the eastern limit of Marine Terminal 27 over to Parliament Street and the Parliament

Street Slip. The area contains 28 hectares (70 acres) of land, excluding roads, about two thirds of which is owned by government agencies. The most significant of these are the Liquor Control Board of Ontario, the Ontario Provincial Police and the Toronto Harbour Commissioners.

The East Bayfront has always been an industrial area, and is designated an Area of Industry in the existing Part I Official Plan. However, during the 1970's consideration was given to possible redevelopment of the area to include housing, and in 1978, the City of Toronto Planning Board commissioned consultants to study the feasibility of housing on the Queen Elizabeth Docks. A number of considerations continue to suggest that redevelopment of the area to include residential and non-office commercial uses at densities similar to those permitted in St. Lawrence and in Harbourfront west of John Quay is appropriate.

For example, the area is not at present intensively developed and contains no heavy or obnoxious industrial uses. In fact, much of the land is used for parking, warehousing, or one to two storey light industrial buildings. In addition, the East Bayfront is the portion of the Central Waterfront which has the easiest access from the rest of the City, via Parliament, Sherbourne and Jarvis Streets. These streets also provide direct links between the East Bayfront and the St. Lawrence neighbourhood to the north.

These considerations suggest that it would be appropriate to permit redevelopment in the East Bayfront to include housing, which would benefit from a waterfront location and would complement the development in St. Lawrence and Harbourfront. Housing would also be consistent with existing Official Plan policies respecting deconcentration of office development, and would provide opportunities to promote increased public enjoyment and use of the Central Waterfront. However, other important planning considerations suggest that a restricted industrial designation may be appropriate for certain portions of the East Bayfront. In addition, as discussed below, a comprehensive redevelopment strategy is considered desirable.

The Plan proposes that new development in the East Bayfront district should not occur until a detailed Part II Plan for the entire area has been undertaken which emphasizes a future redevelopment strategy oriented towards housing with limited non-office commercial uses. In recognizing the importance of certain industries in the East Bayfront, the Part II study will focus on methods and planning strategies to retain and encourage compatible industries as well as suitable uses, other than residential, to buffer the area from the Port Industrial District immediately east of Parliament Street.

In encompassing the entire East Bayfront in a single Part II Plan, it is recognized that the future redevelopment of this District should be

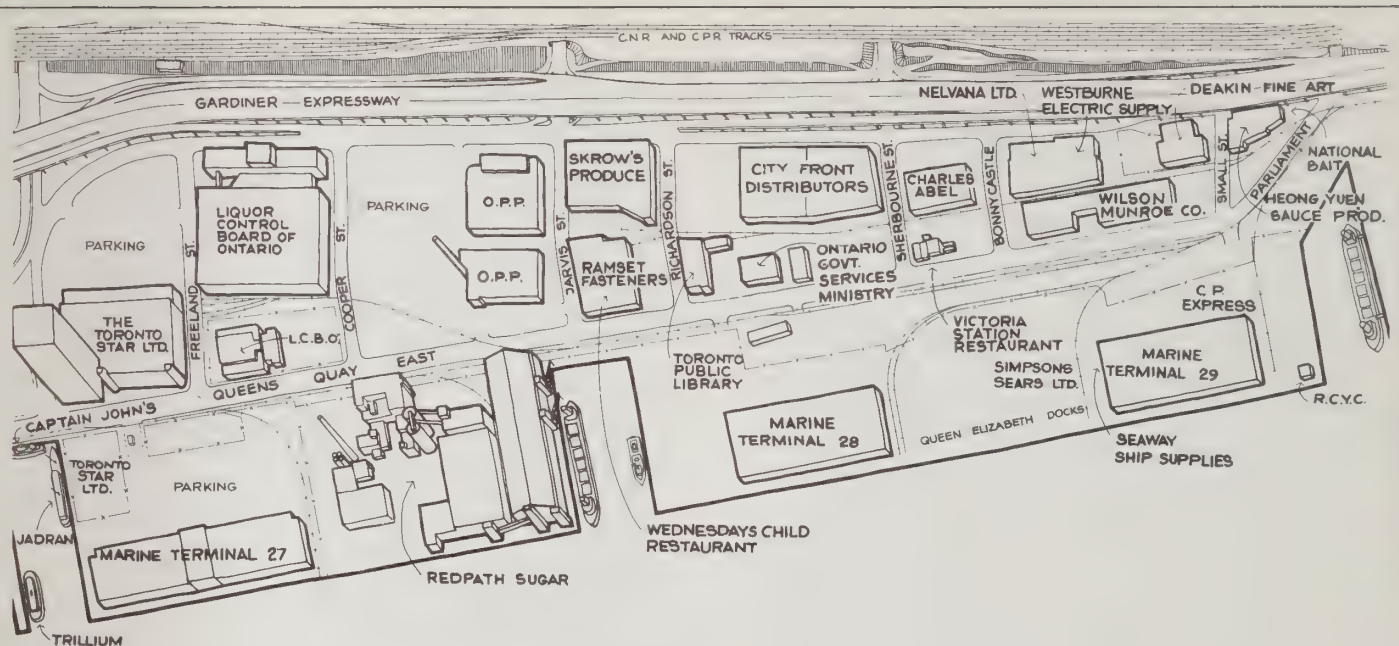
comprehensive and guided by overall planning criteria respecting matters such as built-form, urban design, the staging of development, the location of roads, the definition of building parcels and the location and quantity of open space. The Part II Plan will also address the need for barrier buildings next to the Gardiner Expressway to shield future residential areas from noise. The Part II Plan will examine, in detail, measures to protect significant and compatible industries such as Redpath Sugar, which contribute significantly to the City's employment and tax base. It is also evident that industries such as Redpath add to the diversity of the waterfront and should be encouraged to remain over the long term. Similarly, industries such as Victory Soya Mills warrant protection from future residential encroachment, and thus the Part II study proposes to examine uses to buffer against any future land use conflicts.

The overall objective of these planning controls is an area with a diversity of uses, including residential precincts similar to St. Lawrence in density and form (about two times the net area of the lot). Its orientation to Toronto Bay and the emphasis being proposed for public open space would make the district similar, in these aspects, to Harbourfront, where planning controls suggest lower scale buildings at the water's edge, significant open space, including a public water's edge promenade, and a substantial proportion of assisted housing. The Part II Plan will propose the securing of adequate park space through the use of Section 42 of the Planning Act. In addition, the future redevelopment of the East Bayfront should contribute significantly to the assisted housing stock in the City and should not proceed unless this worthwhile objective is secured. In examining the residential component of the East Bayfront Part II Study, it is proposed that 50% of the future housing stock should be assisted housing.

3.2 Port Industrial District

The Port Industrial District covers about 435 hectares (over 1,000 acres), making it the largest of the Central Waterfront's planning districts. It is an area that historically has been dominated by shipping and various heavy industrial uses, including oil tank farms and public utilities, and one that has always contained large tracts of vacant land.

The proposed Plan reaffirms the District's industrial character, but sees it as an area in transition, which is and should be taking on a broader role by accommodating more general and light industry. It identifies four elements which need to be maintained and, in certain cases, strengthened. These are: shipping, heavy industry, industrial jobs and recreational amenities.



EAST BAYFRONT

The Central Waterfront



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17

PORT INDUSTRIAL DISTRICT

The Central Waterfront



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Shipping needs for the foreseeable future can be met on the Inner Harbour lands and existing dockwalls of the Port Industrial District. The Plan encourages the Toronto Harbour Commissioners, who own most of the District, to manage their lands in a way that maintains this Inner Harbour priority, and postpones indefinitely the creation of new port facilities in the Outer Harbour. Should there be need for new dockwall space, it is considered preferable to upgrade existing dockwall in the Inner Harbour rather than expand into the Outer Harbour.

In the last few years a number of heavy industries, particularly scrap metal recyclers, have been successfully relocated from other areas of the City to parts of the Port Industrial District. With the City's heavy industry policy implemented in this way, the emphasis now is to contain the possible proliferation of heavy industries throughout the District, since this would impede the industrial policy's main goal of providing new job opportunities, and the proposed Plan's aim of enhancing the Waterfront environment.

The proposed Plan reinforces City Council's recent action, respecting zoning for the Port Industrial District, which limits heavy industry to two main areas in the District: a zone on either side of the Ship Channel, and the former Gulf Oil site (now owned by the City) north of the Gardiner Expressway. The current users of these areas are almost all heavy industries. The areas also contain vacant land which can accommodate additional heavy industrial uses such as those wanting to relocate from elsewhere in the City, although the priority along the Ship Channel is to maintain dockwall sites for industries which use shipping. The R.L. Hearn site is included in the heavy industry area because it may be suitable for shipping-related uses if the generating station is shut down. However, much of the site might best be redesignated for other industrial uses should that occur, provided adequate land exists elsewhere to meet the needs of heavy industry.

Attracting new industrial jobs is seen in this Proposals report as the District's most important role. In order to achieve this, the District must be made attractive to a wide range of industries. The heavy industries which now predominate have a low labour to land ratio and sometimes, by their very presence, discourage other employment-generating industries. The Plan calls for improvements to the streetscape, limits on heavy industry areas, retail uses to meet the needs of workers, improved transit, and an improved performance by industries in terms of appearance, landscaping, and environmental protection. The unserviced lands south of the Ship Channel were identified as a key resource for attracting new industries both by the 1975 Port Industry Task Force and the 1980 Port Industrial Development Task Force. The feasibility of servicing these lands is being considered on the basis of conformity with the policies proposed in this

Plan. In particular, before these lands are serviced, there should be evidence to show that a large number of new industrial jobs would be generated in a stable industrial area, and that a proper recreational edge would be created along the north shore of the Outer Harbour. A report which examines in detail the recommendations of the Port Industrial Task Force is currently being prepared by the Planning and Development Department.

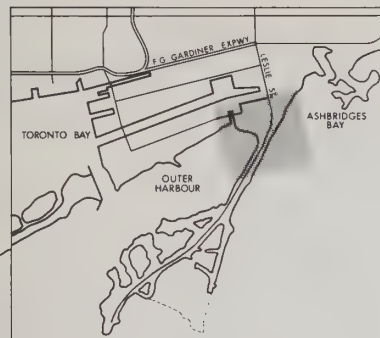
Recreation is the final aspect of the Plan's policies for the Port Industrial District. Cherry Beach, lands along the north shore of the Outer Harbour, the Outer Harbour sailing clubs, the Hearn outfall area and McCleary Park are all recreation amenities of waterfront-wide importance. They need to be preserved and developed, and the District as a whole needs to be better-integrated into the Central Waterfront in order to realize the primary goal of promoting public enjoyment and use. In particular, water's edge lands in the District need to be made more accessible to the public, while recognizing that certain marine related industries require intermittent access to the water.

These goals will be achieved, in part, by the upgrading of landscaping and amenities, including small restaurants, parks and harbour viewing areas, that will make the District more attractive to new industry. For example, the area at the foot of Polson Street offers spectacular views of the Bay and City skyline, and might be an ideal location for a small restaurant integrated with a public park on the water's edge. The District's role in the cross-waterfront and Lower Don pedestrian and bicycle trails will also be an important aspect of better integrating the District into the Central Waterfront, especially if a public water's edge can be established with suitable landscaping adjacent to industries in key areas along the Outer Harbour North Shore, the Keating Channel and south of the Main Sewage Treatment Plant.

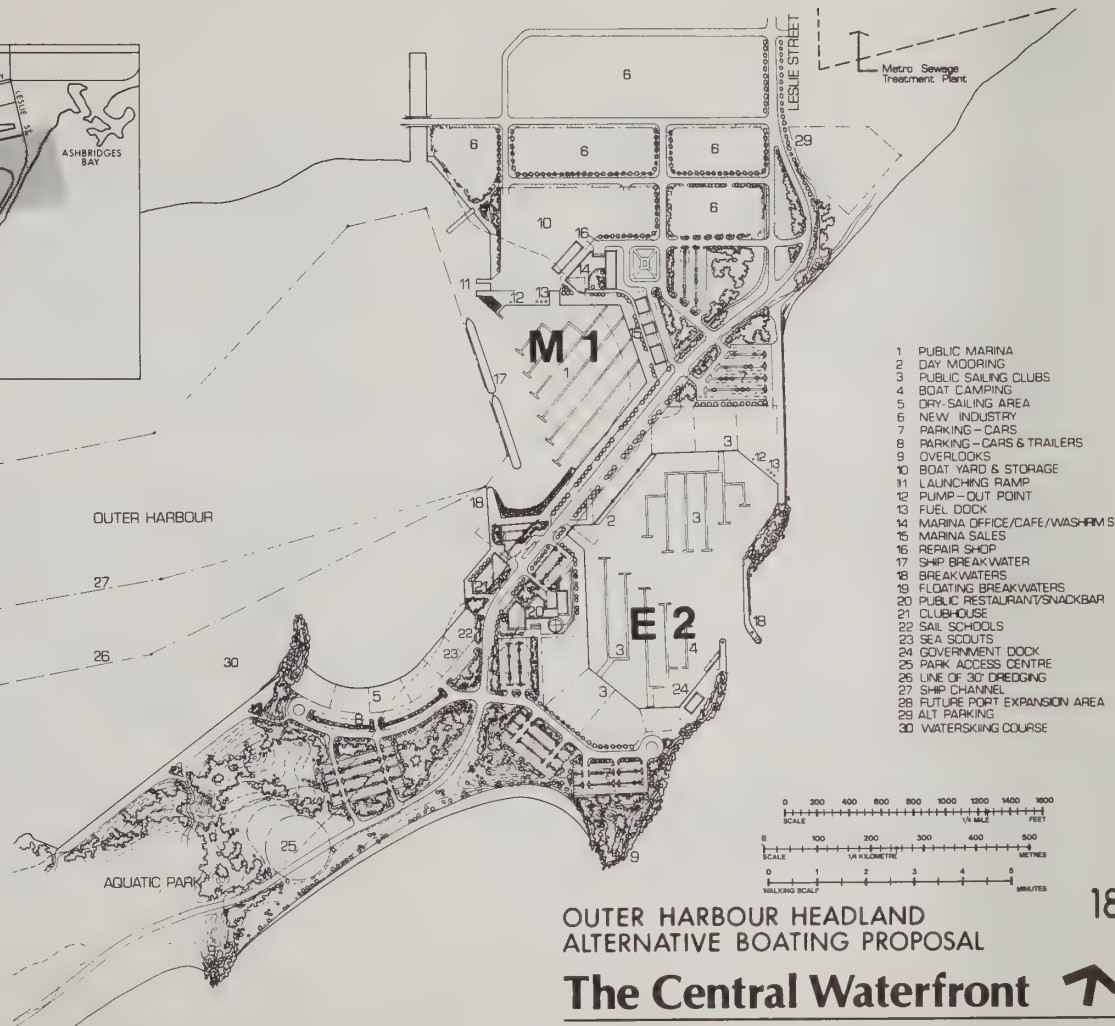
3.3 Outer Harbour Headland

The Outer Harbour Headland is the undeveloped man-made spit of land which extends into Lake Ontario from the foot of Leslie Street. It is now open to pedestrians and bicyclists on summer weekends only. This four kilometre (2-1/2 mile) stretch of land has been under construction by the Toronto Harbour Commissioners since 1958 and is still being extended. The Toronto Harbour Commissioners are now filling recently dyked areas on the south side of the Headland with material dredged from the Keating Channel.

Responsibility for planning the Outer Harbour Headland was granted to the Metropolitan Toronto and Region Conservation Authority (MTRCA) in 1973 by the Province, which owns the water lots on which the



AREA IN CONTEXT

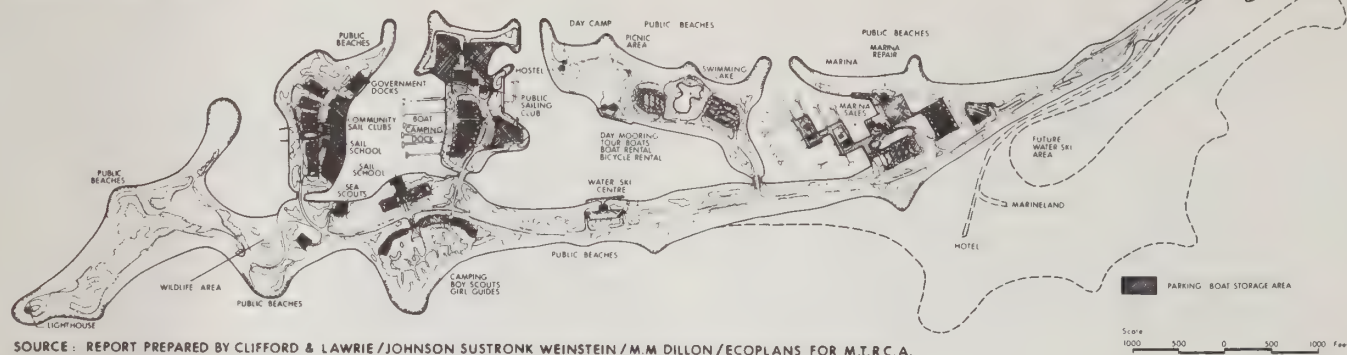


OUTER HARBOUR HEADLAND
 ALTERNATIVE BOATING PROPOSAL

The Central Waterfront

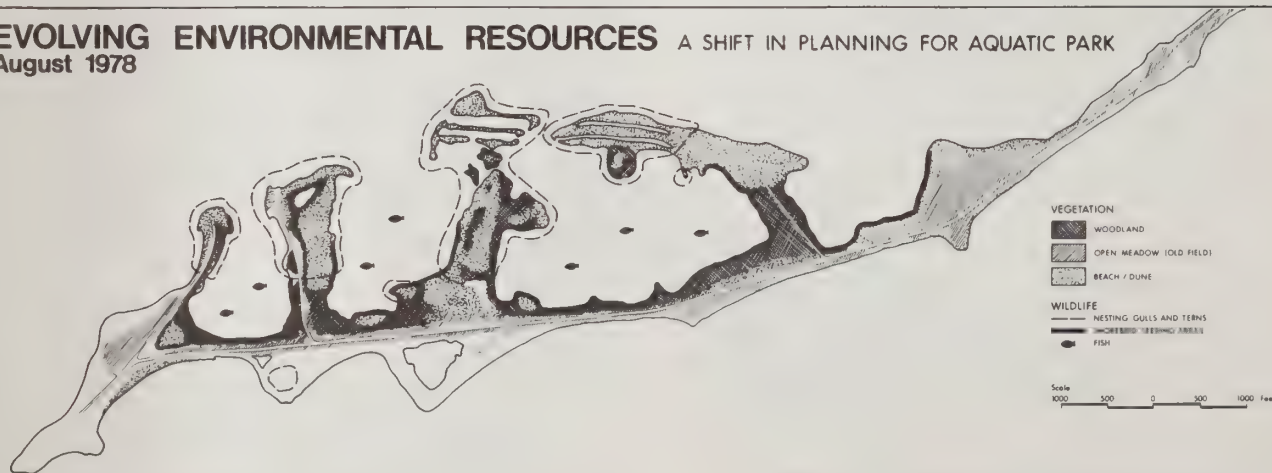


AQUATIC PARK Master Plan 1976



SOURCE: REPORT PREPARED BY CLIFFORD & LAWRIE/JOHNSON SUSTRONK WEINSTEIN/M.M. DILLON/ECOPLANS FOR M.T.R.C.A.

EVOLVING ENVIRONMENTAL RESOURCES A SHIFT IN PLANNING FOR AQUATIC PARK August 1978



SOURCE: GREGG & EDENS LTD "CENTRAL WATERFRONT MARINA PROJECT"

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spit has been constructed. Although an Aquatic Park Master Plan was completed by consultants for the MTRCA in 1977, no action has yet been taken to implement it. The Master Plan proposed intensive use of most of the headland for boating, swimming, water skiing and a possible marineland and hotel. Parking was to be provided in almost all areas. An area at the western tip, comprising about ten percent of the site, was proposed to remain as a natural area in recognition of its wildlife population and vegetation. Further investigation of the environmental resources on the Headland has led to a growing concern that any master plan reflect an awareness of its significant natural features.

A new plan should be prepared by the MTRCA for the Outer Harbour Headland. Recent landfill decisions, concern by citizens who have been using the spit on summer weekends and enjoy its car-free wilderness-type experience, and a growing consciousness of the area's environmental significance have changed the circumstances which gave rise to the Master Plan. The proposed policies set out in Chapter 5, pertaining to the Outer Harbour Headland, should be incorporated in a new master plan for the Outer Harbour Headland and the City should be involved in the plan-preparation process.

The special feature of the Headland in its present state is the "away-from-it-all" feeling that can usually only be experienced far from urban areas. This unique character of the Outer Harbour Headland should be preserved. The Headland also acts as a nature sanctuary for breeding gulls and terns, shore birds, migrating birds and other wildlife. This role, and some of the area's unusual vegetation characteristics, should also be preserved.

However, there is also considerable demand for additional boating facilities in the Central Waterfront and for traditional developed park areas. The Aquatic Park Master Plan was designed to meet this demand.

This Plan proposes that the westerly half of the Outer Harbour Headland be maintained in a natural state. The easterly half could then be developed for marinas, boat clubs, public beaches or swimming pools, picnic grounds and other recreation facilities. The relatively undeveloped part of the Headland is proposed to be designated as an Environmental Resource Area, while the rest of the spit would be designated Open Space. The line drawn on the proposed Official Plan map (Map 23) shows the approximate boundary between the two areas. A final boundary will result from the detailed planning process.

The proposed division into two types of park will allow greater choice of recreational experience. The Open Space area could be more intensively developed, while, in the Environmental Resource Area, the natural environment of wind, water and tremendous views of the lake, Islands and City skyline would dominate, and low-key recreation such as

walking, nature study, cycling and jogging would be encouraged. It is proposed that no private cars be permitted and that the vegetation and wildlife be managed to protect the most significant habitats and species and preserve the wilderness feeling in the proposed Environmental Resource Area.

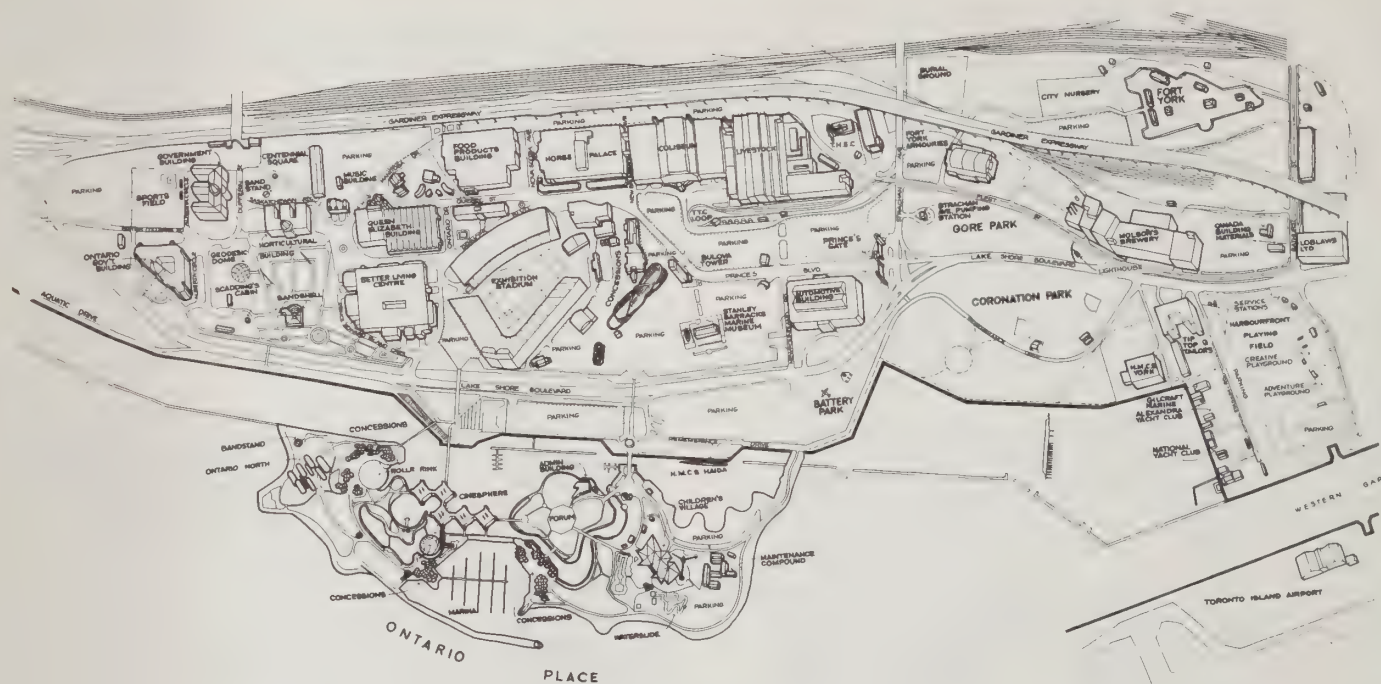
Fill operations on the Outer Harbour Headland are expected to continue for at least the next five years to complete the dumping of Keating Channel dredgeate, to properly protect the existing shoreline, and probably to implement a final plan for the intensive use Open Space Area. The Plan calls for these filling operations to be staged to allow maximum public access and to be consistent with an overall plan for the Headland. Other proposed policies include the provision of public transit along the Headland, extra parking in the Port Industrial District for summer weekends, and bicycle and pedestrian paths from Unwin Avenue to the tip of the Headland.

3.4 Exhibition District

The Exhibition District includes Exhibition Place (home of the Canadian National Exhibition), Ontario Place, the adjacent parks, Old Fort York, and a small industrial area at the foot of Bathurst Street, which is referred to in this report as the Bathurst and Lake Shore Industrial Area. Except for the industrial sites, all the land is owned by either the Province, Metropolitan Toronto, the Toronto Harbour Commissioners, or the City. The greater part of the District is dedicated to public facilities such as museums, trade shows and exposition halls that add to the public's enjoyment and use of the Central Waterfront. However, the lack of connection between the different attractions and between the different areas and the water's edge, combined with a highly seasonal pattern of use and a physically unattractive environment within Exhibition Place, make the area less significant in the life of the City than it could be.

A major re-evaluation of the role of Exhibition Place is being undertaken by the Province, Metro Toronto and the City. The end result of this work will be a new plan for Exhibition Place. The statements in this proposed Part I Official Plan for the Exhibition District set out the City's priorities for the District, and stress the importance of planning its future as a whole - not as disconnected parts - if the District is to realize its great potential for public use and enjoyment.

Except for the small industrial area, the Plan expresses the concern that the District remain a major recreation area, including sporting, amusement, entertainment, historical and exposition facilities and events, and that new developments or plans should:



EXHIBITION DISTRICT

The Central Waterfront



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- increase year-round use of the District for local and regional needs;
- improve connections to the water's edge lands and between parts of the District by upgrading and simplifying pedestrian, bicycle and automobile circulation systems, and by bridging or decking over Lake Shore Boulevard;
- improve public transit access to the District and its main attractions;
- improve the Exhibition District's physical attractiveness through such means as the location and design of buildings, activities and facilities, the reduction of land devoted to parking, the expansion and unification of park areas, and a comprehensive landscaping scheme;
- intensify the frequency of use of land and buildings within Exhibition Place;
- preserve and enhance historical buildings, structures, places and monuments, and improve their surroundings and accessibility.

The addition of new uses to Exhibition Place, other than those that are recreation-oriented, may be considered if they are compatible with these objectives and will clearly enhance the main recreational function of Exhibition Place. However, the creation of additional land area in the District through landfill in Lake Ontario is considered premature as long as the land in Exhibition Place can be more intensively used. It also reflects concern that changes to the Exhibition District not have an adverse effect on nearby neighbourhoods, such as South Parkdale and Niagara, particularly with regard to parking and traffic.

The initial planning process for Exhibition Place has involved the City, and the proposed Official Plan includes a formal call for this joint planning to be continued, and for a co-ordinated plan for Exhibition Place to be prepared by Metropolitan Toronto, the Province and the City, with full public consultation.

The small industrial area at Bathurst Street and Lake Shore Boulevard employs 2,400 people mainly at the Molson's Brewery and at Tip Top Tailors. In keeping with the City's industrial policies, the proposed Plan designates the area a Restricted Industrial Area, and specifically permits the present industrial uses to remain.

3.5 Toronto Islands District

The Toronto Islands District is directly south of Toronto's Central Area, across Toronto Bay. Most of the District is owned and operated by Metropolitan Toronto as a public park.

The District is a major regional park, accessible only by ferry. Centre Island has an amusement area, a children's farm and two restaurants. The rest of the park consists mainly of landscaped areas of grass and trees with few facilities other than paths, washrooms, beaches and picnic areas. Tennis courts are provided at Hanlan's Point. Ward's Island and Algonquin Island have year-round residential communities with a total of 251 houses, a remnant of a much larger community of summer cottages which were demolished to enlarge the park. The Islands Park also accommodates three yacht clubs, two sailing clubs, land leased for radio towers, and a Water Filtration Plant.

The Islands Park is used by over a million people each year. This Plan proposes keeping the Park much the way it is, including retaining the residential community which adds variety, year-round activity and historical continuity to the Islands. This approach reflects City Council's consistent policy since 1973, and is in accordance with the recommendations of the Swadron Commission and recent Provincial Legislation.

Much of the character of the Islands is due to the differences in intensity of the various park uses which are encouraged in different parts of the Islands. Centre Island, at the one extreme, is a focus of intensive recreation activity. The Muggs Island bird sanctuary, to which access is by special permit only, is at the opposite extreme. The map entitled "Toronto Islands Districts: Proposed Use Intensity Zones" shows schematically the pattern of use which currently exists and which this Plan proposes should continue.

The Plan suggests that more Island visitors should be encouraged to visit and explore the residential neighbourhoods on Wards and Algonquin by providing sign posts, a better definition between public streets and people's front yards, maps, landscaping and other improvements.

The Islands are rarely used in winter partly because there are no indoor facilities near the ferry docks where people can wait for the ferry after enjoying the park. The Plan proposes that uses such as a lodge, a small hotel, or a restaurant be permitted at Hanlan's Dock or Wards Dock, through a rezoning, provided that the proposal is in keeping with the Park's character and would increase winter use of the Islands.

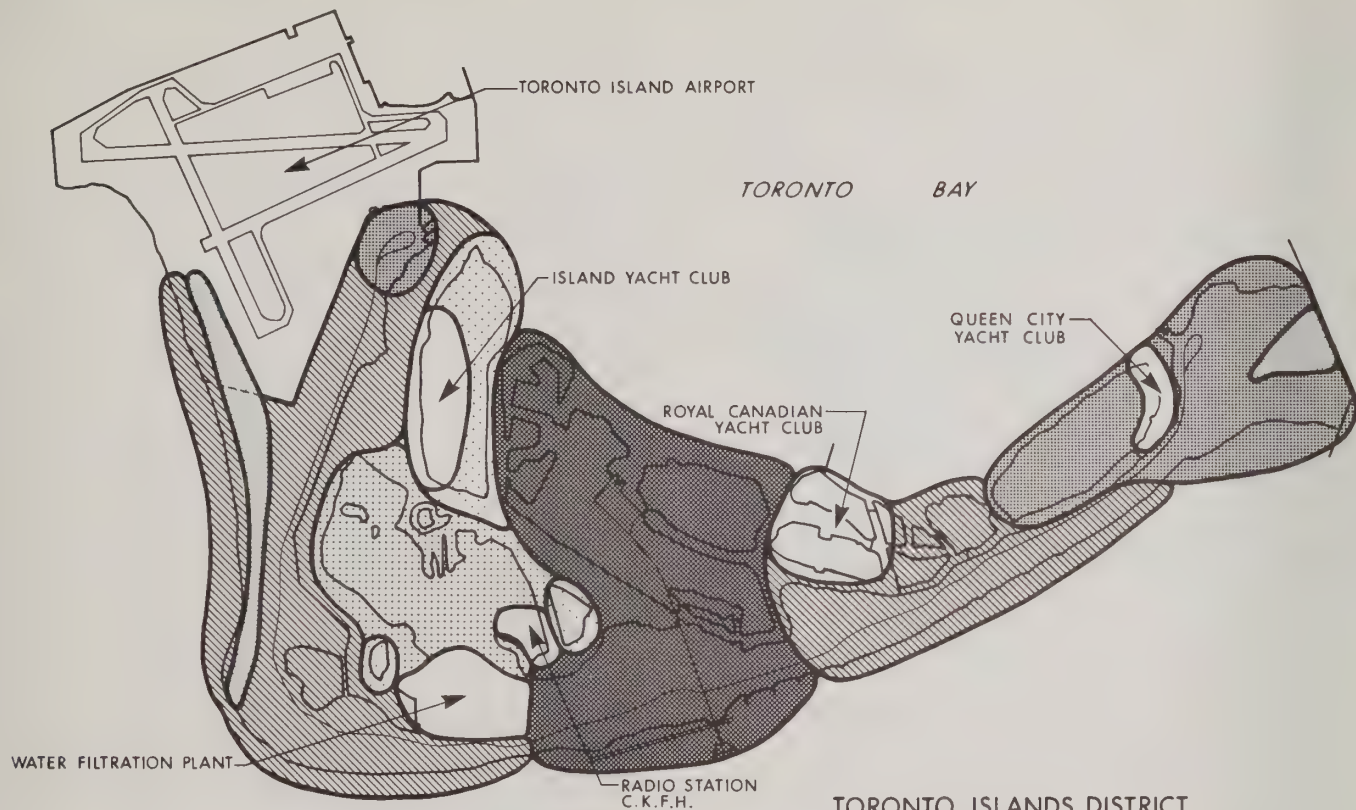
In accordance with the policy of preserving the important characteristics of environmentally significant or sensitive areas as set out in Section 2.7 of this report, four Environmental Resource Areas are proposed within the Toronto Islands District: the Wildlife Sanctuary, the Muggs

TORONTO ISLANDS DISTRICT AND
TORONTO ISLAND AIRPORT LANDS

The Central Waterfront



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AREAS NOT AVAILABLE FOR PUBLIC USE

TORONTO ISLANDS DISTRICT PROPOSED USE INTENSITY ZONES



SCALE
0 250 500 METRES
1/2 KILOMETRE

22

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Island bird sanctuary (excluding the Island Yacht Club), the Islands West Beach area, and the Ward's Island natural area. In these areas, Metro Toronto will be encouraged to prepare management and use policies which will protect the special natural features of each area, and which will permit compatible public access and activities.

3.6 Toronto Island Airport Lands

The Toronto Island Airport is now used for training, recreational flying, some business trips and some semi-scheduled commercial flights.

In the last ten years, one issue has dominated discussions about the Island Airport - whether it should be used for a commercial Short Take Off and Landing (STOL) service initially to Ottawa and Montreal. In 1981, City Council agreed to a STOL service and has entered into a Memorandum of Understanding with the Federal Government and the Toronto Harbour Commissioners to permit the service. Lease agreements to implement the Memorandum are now being put into final form. These documents will restrict the operation to relatively quiet planes and to the existing runways. Jets are not to be permitted at the airport except in cases of emergency, and no vehicular access is to be provided by bridge or by tunnel. According to the agreements, parts of the airport site on the western shore, the Airport Parklands, will be managed as part of the Toronto Islands park. Therefore, the proposed policy statement regarding the Toronto Island Airport Lands specifically excludes the Airport Parklands from the area to be used for aviation.

The remaining important airport-related issue dealt with in this proposed Plan is the use of the airport site should the airport close. Council adopted an Official Plan amendment in 1979 which stated that if the airport ceased to operate, the alternative use of the site should be either parkland, or a combination of parks and housing. This position was based on an extensive intergovernmental study of possible uses for the airport lands carried out between 1975 and 1977.

Although the Minister of Housing refused to approve the 1979 amendment because it did not permit a STOL operation, and was therefore contrary to Ontario government policy, the statements proposed in this Plan do permit a limited commercial STOL service. Parks or parks and housing are still considered the most appropriate alternative uses to an airport and are therefore identified in this proposed Plan as appropriate uses to replace the airport should it close. A policy opposing any new airports elsewhere in the waterfront, which originated in the 1979 amendment, has also been incorporated into this proposed Plan.

4. IMPLEMENTATION

4.1 Implementing Actions

The two preceding chapters have explained the policies which, taken together, form the proposed new Central Waterfront Plan. The chapters which follow contain the text of the proposed Official Plan statements as well as a summary of proposed Zoning By-law amendments and other actions necessary to implement the Official Plan policies.

Once changes to the City's Official Plan proposed in Chapter 5 have been approved by Ontario's Minister of Municipal Affairs and Housing, or, in cases of referrals, the Ontario Municipal Board or Cabinet, City Council cannot carry out public works or enact amendments to the Zoning By-law unless they are in conformity with the amended Plan. By directing City Council's actions in this way, the Official Plan helps to create a climate of certainty for both citizens and developers.

The Zoning By-law is the legal instrument through which the City regulates the use of lands, and consequently it provides an essential instrument for implementing Official Plan policies. Chapter 6 sets out proposed amendments to the Zoning By-law considered necessary to implement the proposed Official Plan policies for the Central Waterfront.

Chapter 7 deals with the City's use of site plan control power pursuant to Section 40 of The Planning Act. In areas of site plan control Council can require a developer to provide plans and drawings at an early stage and can control matters such as built form and conceptual design, parking and loading facilities, walkways and landscaping. Most of the Central Waterfront has been subject to site plan control for several years. Design Guidelines setting out criteria to be used in reviewing development proposals for certain districts within the Central Waterfront will be submitted for Council's approval in the near future.

Chapter 7 also proposes a program of public actions related to matters such as street landscaping improvements, walkways and bikeways, the development of the water's edge and other park improvements. These actions will play an important role in achieving the goals and objectives of the proposed Plan.

4.2 Role of Other Public Bodies

The presence of other public bodies with large land holdings, some of which are not legally bound by the City's Official Plan and Zoning By-law, makes the Central Waterfront different from most other planning areas in

the City. In recognition of this special situation, the proposed Central Waterfront Plan contains the following statement regarding implementation:

"In order to implement the above policies, Council will seek the co-operation of other levels of government and public agencies, particularly where such policies affect their land or concern matters within their jurisdiction."

The Plan, in short, recognizes that the appropriate role for the City in the Central Waterfront is to function as the co-ordinator of plans and proposals in an area of extreme jurisdictional complexity. It recognizes that the City's Official Plan, even where it cannot be made binding through by-laws, makes an important contribution to all waterfront decisions by clearly stating the City's position on future development or redevelopment. Ultimately, however, the future development of the waterfront and the focus on public use and enjoyment relies on the co-operation and goodwill of other public bodies, many of which have had substantial input to this Plan through various boards and committees. Continued partnership of all these public bodies and agencies will ensure that the goals and objectives of the proposed Central Waterfront Plan are achieved.

5. PROPOSED OFFICIAL PLAN CHANGES

This Chapter is divided into two parts because it includes two kinds of proposed changes to the City's Official Plan. The most significant change, and the heart of this Proposals report, is a proposed new Section of the Part 1 Official Plan entitled "5A: The Central Waterfront".

The proposals for the Central Waterfront also have implications for other parts of the City's Official Plan. Existing chapters dealing with industry, parks, environment, transportation and definitions will all require amendment to bring them into line with the proposed Central Waterfront policies. The second part of this chapter recommends these amendments.

In this Chapter defined terms are identified by italics. The new waterfront Districts, which are italicized, are defined by reference to Map 5 in the Official Plan, as amended in accordance with the Map entitled, "Proposed Amendments to Map 5, Part I Official Plan", contained in this report. A proposed definition for the new term *water's edge lands* appears at the end of this Chapter.

5.1 Proposed New Official Plan Section 5A

Subject to those changes that may result following the distribution of this report and a full public discussion of its contents, it is proposed that the provisions of the Part I Official Plan for the City of Toronto Planning Area, as amended, be further amended by inserting into the Table of Contents thereof the figure and words "5A: The Central Waterfront" and by adding a new Section 5A as follows:

5A THE CENTRAL WATERFRONT

- 5A.1 Council recognizes that the *Central Waterfront* is one of the chief amenities of the City and region due to the opportunities it provides for land and water based recreation, its unique views, climate and environment, and its location in the *Central Area* of the City, close to concentrations of population, employment and activity.
- 5A.2 Council's primary goal for the *Central Waterfront* is to promote increased public enjoyment and use of the area by ensuring that future developments and activities will help achieve the following planning objectives:

- a) extend the richness, diversity, and activity of City life to the *Central Waterfront*, particularly through new *residential*, *commercial* and *institutional* development in the *Bayfront*;
- b) reduce the physical and perceptual isolation of the waterfront from the rest of the City;
- c) increase and improve public access and open space along the water's edge, and access between parts of the *Central Waterfront*;
- d) increase the availability, choice and awareness of recreation opportunities and public activities throughout the year; and
- e) provide aesthetic and other environmental improvements.

5A.3 In implementing Section 5A.2, Council shall have regard for the important contribution of the *Central Waterfront* to the well-being of the City as the location of industrial jobs, public utilities and rail and road transportation corridors, and of the *Port Industrial District* as the location of commercial shipping activities, industrial job opportunities and heavy industry; and shall seek to ensure that these functions are properly protected.

5A.4 In view of the *Central Waterfront's* unique character and special importance for the City and region, Council will:

- a) seek to ensure that new developments enhance the area by achieving excellence in design;
- b) undertake a program of landscaping and other public works to improve and beautify public spaces in the *Central Waterfront*, and encourage other agencies to undertake similar measures;

- c) designate pursuant to the *Ontario Heritage Act* and seek to preserve those buildings and structures which form an important part of the waterfront heritage; and
- d) seek to maintain and increase opportunities for public views of the water in accordance with Section 1A.43.

Public Access and Recreation

5A.5 It is the intention of Council that *water's edge lands* in the *Central Waterfront* be in public ownership and freely accessible to the public at all times. Accordingly, it is the policy of Council to:

- a) discourage the sale or lease of *water's edge lands* now owned by any government, Crown corporation, public board, commission or agency to private interests, except for uses requiring direct access to shipping facilities, in which case it is the policy of Council to encourage the leasing and not the sale of *water's edge lands*;
- b) seek the conveyance of *water's edge lands* for *parks* purposes or ensure by other means their long-term public accessibility, except where they are designated for *industrial* use and required for shipping purposes;
- c) seek to ensure that new boating facilities be designed to permit public access to *water's edge lands*;
- d) seek to secure public access to and across *water's edge lands* which are in private occupancy, where this can be achieved without jeopardizing public safety or the proper functioning of any permitted industrial use requiring direct access to the water.

5A.6 Notwithstanding Section 5A.5, it is the policy of Council to restrict public access to or activity on *water's edge lands* in *Environmental Resource Areas* where deemed necessary.

5A.7 In order to provide variety and promote increased public enjoyment and use of *water's edge lands*, it is the policy of Council that, where appropriate arrangements can be made:

- a) the width of the *water's edge lands* be expanded by the provision of *parks*, *parkettes*, and wider public rights-of-way;
- b) the ground floor of buildings adjacent to such areas be pedestrian oriented and be used for purposes which are generally publicly accessible; and
- c) opportunities be provided to observe shipping and industrial operations.

5A.8 It is the policy of Council that:

- a) continuous pedestrian and bicycle routes be established and maintained in and adjacent to the *Central Waterfront*, and, more particularly, along the mainland shoreline, the Don Valley, the *Outer Harbour Headland* and the *Toronto Islands District*; and
- b) the bicycle routes be generally separate from pedestrian walkways and, where possible, from the portion of streets or roads used by other vehicular traffic.

5A.9 It is the policy of Council to promote forms of transportation, including recreational transportation, which connect the various parts of the *Central Waterfront* and increase public awareness and enjoyment of the area.

5A.10 Council will seek to secure improved access to the *Central Waterfront* by:

- a) promoting improved transit connections with the rest of the City;
- b) upgrading the road system and where possible connecting north-south streets which are interrupted by the railway corridor;
- c) providing pedestrian walkways that are comfortable, convenient and enjoyable;
- d) extending the downtown system of weather-protected walkways into those areas of the *Bayfront* which are within the *Central Core*; and

- e) providing bicycle routes to the waterfront.

5A.11 In addition to Section 5.20, Council will seek ways and means to reduce the barrier effect of the *Railway Lands* and of the Lake Shore/Gardiner road system and the rail corridor outside the *Railway Lands* through:

- a) the relocation, re-alignment or removal of roads or rail tracks;
- b) the development of buildings and open space to reduce the visual perception of such barriers as well as to provide improved access under, through or over the transportation corridors; and
- c) seeking to prevent the development of new structures that would add additional barriers between Toronto Bay and the rest of the City.

5A.12 In order to serve the recreation needs of nearby neighbourhoods, the City and the region, it is the policy of Council to encourage in the *Central Waterfront*:

- a) the provision of *parks*;
- b) the provision of public and commercial recreation facilities, having regard for the most appropriate distribution of such facilities within the City and region, and with preference given to those which:
 - i) need a location at or near the water's edge;
 - ii) promote year-round enjoyment and use of the waterfront;
 - iii) are compatible with the character of the area and with nearby uses;
 - iv) add to the diversity of opportunities to enjoy the waterfront;
 - v) allow large numbers of people to enjoy the waterfront; and

- vi) serve those who would otherwise have limited opportunities to enjoy the waterfront.

5A.13 Council will seek to ensure that a wide range of recreational boating opportunities is available in the *Central Waterfront*, and in particular, that:

- a) subject to the other provisions of this Section new boating facilities are encouraged having regard for the distribution of existing and planned facilities in the Toronto region, and
- b) sailboats are able to take advantage of the sheltered waters of Toronto Bay and the Outer Harbour, provided that congestion in the gaps and Bay are kept within safe and acceptable limits.

5A.14 In an effort to ensure the adequate provision of land for *parks* purposes in appropriate locations within the *Bayfront*, it is the policy of Council to seek the conveyance of lands for *parks* purposes in accordance with Section 42 of the Planning Act at rates to be established in Part II of this Plan.

Housing, Commercial and Institutional Uses

5A.15 Council shall encourage *residential*, *commercial* and *institutional* uses in suitable locations within the *Central Waterfront*, and in particular the *Bayfront*, in order to:

- a) increase the public character of the area;
- b) improve the viability of public transportation to and within the *Central Waterfront*;
- c) promote active and varied use of the area by people throughout the year;
- d) reduce the physical and perceptual isolation of the *Central Waterfront* from the rest of the City;
- e) assist in meeting Council's housing policies as set out in Sections 1A.20(c) and 2A.

- f) provide restaurants, shops, entertainment and other recreation-commercial and *institutional* facilities for the enjoyment of residents, workers and visitors; and
- g) provide or enable the provision of a publicly-accessible water's edge, *parks*, other public spaces, pedestrian walkways, and improvements to the streetscape.

Industry and Shipping

5A.16 Council supports and encourages a continuing and expanded industrial role for the *Port Industrial District* and other parts of the *Central Waterfront* which are appropriate for *industrial* use.

5A.17 In order to realize Council's planning objectives for the *Central Waterfront*, Council will seek the co-operation of the Toronto Harbour Commissioners in ensuring that uses requiring direct access to shipping facilities are compatible with the provisions of this Plan. In particular it is the policy of Council:

- a) to encourage the Toronto Harbour Commissioners to maintain, in the Inner Harbour portion of the *Port Industrial District*, sufficient land to accommodate the present and foreseeable future needs of uses requiring direct access to shipping facilities; and
- b) to encourage new port-using industries where such industries will attain a high standard of performance in terms of environmental protection, and require a City location.

5A.18 In considering requests for long-term water and sewage connections to moored vessels in the *Central Waterfront*, it is the policy of Council to consider the use of the moored vessel as a land use, and to ensure that such use is appropriately located. In determining the appropriateness of the use, Council shall seek to ensure that:

- a) the owner of the vessel requests the Ship Safety Branch of the Canadian Coast Guard to inspect it yearly and that the use may only continue if a report from the Branch

shows that the boat continues to meet reasonable safety criteria for the use;

- b) the compatibility of the use with adjacent and neighbouring uses;
- c) adequate parking facilities;
- d) adequate pedestrian access and views; and
- e) that water quality is maintained and surface debris is removed in the vicinity of the vessel.

Environment

5A.19 Council recognizes that portions of the *Central Waterfront* contain significant environmental resources and amenities in its landforms, water bodies, climate, air quality, vegetation and wildlife, and will endeavour to preserve and enhance them in accordance with the policies contained in Section 5B.

5A.20 Council will work with other levels of governments and agencies to secure the undertaking of measures and programs which will reduce contamination and improve water quality, including surface debris, throughout the *Central Waterfront*, in the lower Don River, and in the adjacent portions of Lake Ontario.

5A.21 Council will seek to obtain the reduction of dustfall, particulates, odour, and other emissions so as to improve air quality throughout the *Central Waterfront*.

5A.22 In order to maintain and enhance the vegetation and wildlife features which contribute to the unique character of the *Central Waterfront*, Council will encourage other governments and agencies to adopt appropriate vegetation and wildlife management practices.

5A.23 Council regards certain lands and water of the *Toronto Islands District*, the *Toronto Island Airport Lands* and the *Outer Harbour Headland* as appropriate for the conservation of unusual, rare, significant or sensitive environmental fea-

tures. Accordingly, such lands are designated as *Environmental Resource Areas*.

5A.24 Council, by the exercise of its available powers, will seek to prevent further land filling of Toronto Bay, the Outer Harbour, or of any channels, slips or lagoons connected therewith, or of Lake Ontario within the boundaries of the City of Toronto. However, in exceptional cases such landfilling will be supported if Council is satisfied that it:

- a) has been the subject of a formal environmental assessment, where required by law or required by directive, decision, or order by the Government of Canada or by a Minister thereof;
- b) will have minimal negative impact on water quality and circulation, and in particular will not impede the Hearn Generating Station plume, the dispersal of effluent from the Main Sewage Treatment Plant, or the exchange of water between Toronto Bay, the Outer Harbour, and Lake Ontario;
- c) does not reduce the opportunity for public views of the water;
- d) does not significantly reduce opportunities for small-craft boating; and
- e) will be scheduled and carried out in a manner that will maximize public access to lands that are normally publicly accessible.

Council will seek the co-operation of appropriate government bodies and public agencies in order to implement this policy and take any necessary steps to ensure that any land created by filling in Lake Ontario adjacent to the *Exhibition District* and the *Outer Harbour Headland* will be used for parks, recreational or ancillary uses and that no such filling is undertaken without regard for its visual effect on the enhancement of the *Exhibition District* or the *Outer Harbour Headland* and the public enjoyment of such areas.

5A.25 Council regards the *Central Waterfront* as especially important in the realization of Council's energy policy objectives. Accordingly, Council will encourage developments in this area to use renewable energy sources, and to achieve reductions of energy usage through such means as building orientation, protective landscaping and winter sun exposure.

The Bayfront

5A.26 The *Bayfront*, which is comprised of *Harbourfront* and the *Terminal Warehouse Area*, the *Central Bayfront* and the *East Bayfront*, is that part of the *Central Waterfront* closest to downtown and contains land suitable for planned redevelopment for residential, commercial, institutional, and compatible industrial uses. It is the policy of Council that new developments in the *Bayfront* should:

- a) create new *residential* and mixed commercial-residential neighbourhoods for a variety of household types;
- b) provide *parks* and open space, especially in areas adjacent to *water's edge lands*;
- c) enhance and encourage the use of *water's edge lands* for public recreation and enjoyment;
- d) create an attractive and interesting pedestrian environment and streetscape, particularly on the north-south streets that provide access to the rest of the City;
- e) generally decrease in density with distance from Bay Street;
- f) have a form, scale and configuration that ensure the maintenance of views to Toronto Bay, particularly at the ends of north-south streets and at the heads of slips, enhance adjacent public open spaces, and contribute to the creation of adequate environmental conditions; and
- g) have regard for the continuance of existing and compatible industrial uses.

5A.27 Due to the important site planning, environmental, housing and transportation-related considerations in the *Bayfront* and the area's importance within the *Central Waterfront*, it is the policy of Council not to pass by-laws to permit redevelopment in the *Central Bayfront* or the *East Bayfront* until it has adopted detailed policies for these areas or any portion thereof in Part II of this Plan.

Harbourfront and the Terminal Warehouse Area

5A.28 *Harbourfront and the Terminal Warehouse Area* are largely in public ownership and are suitable for redevelopment from industrial and vacant land to a mix of *residential, commercial, recreational* and cultural uses in accordance with the *Harbourfront Part II Plan* and the *Terminal Warehouse Part II Plan*.

Central Bayfront

5A.29 (a) The *Central Bayfront* is within the *Central Core* and is comprised of the North Central Bayfront, the Harbour Square Lands and Marine Terminal 27. It is the policy of Council that new development in this area be restricted to *residential, commercial* and recreation uses, designed to encourage use of the district and the *water's edge lands*.

5A.30 In developing Part II Plans for any portion of the *Central Bayfront* pursuant to Section 5A.27, Council shall have regard for the following:

- a) the advantage of a realignment of existing roads, including a possible extension of two-way traffic on Yonge Street southbound to Queens Quay, in order to create more developable land parcels and a more pleasant pedestrian environment;
- b) the need for improved weather-protected pedestrian linkages with the *Financial District*;
- c) the development of the *Central Bayfront* for residential, non-office *commercial* or *institutional* uses at moderate intensity on Marine Terminal 27, and at moderate to high intensity in the remainder of the area;

- d) the provision of *assisted housing* in the *Central Bayfront* consistent with Council's Housing Goals for the *Central Area*;
- e) the provision of an adequate amount of open space and the securement of *water's edge lands* for the use of residents, workers and the general public;
- f) the establishment of an integrated mix of uses in all areas of the *Central Bayfront* that are consistent with the other policies of this Plan and provide year-round use of the area;
- g) the provision of adequate transit to serve the area;
- h) means of attaining a satisfactory *residential* environment with respect to noise and other environmental concerns;
- i) means of ensuring the retention and creation of views to the water;
- j) the provision of adequate *community services and facilities* to serve future *residential* development in the *Central Bayfront*; and
- k) the continued operation of viable *industrial* uses in adjacent areas.

Harbour Square Lands

5A.31 Notwithstanding any of the provisions of this Plan, it is the policy of Council to pass by-laws in the area bounded by York Street, Harbour Street, Bay Street, Queen's Quay, Yonge Street Slip and Toronto Bay to permit buildings containing a mix of *residential* or *commercial* uses or *community services and facilities*, or a combination of any of the foregoing, and parks, provided that:

- a) the total *gross floor area* of all such buildings does not exceed 7.0 times such area; and

- b) appropriate regard is had to microclimatic conditions such as wind, calm, sun and shade as may be consequent of any such building; and
- c) Council is satisfied that the design of any such building is undertaken in accordance with the intent to minimize obstruction of views to the Lake and Toronto Islands from York Street.

It is the policy of Council to pass by-laws in the area bounded by Bay Street, Harbour Street, Yonge Street and Queen's Quay to permit:

- 1) Buildings containing *commercial* uses limited to:
 - i) convention facilities;
 - ii) facilities primarily for the offices of port trade-related enterprises and other marine and shipping related functions, and secondarily for offices for business and finance related uses, provided that such secondary uses do not exceed 50 percent of the *gross floor area* of the building, and ancillary uses; and
 - iii) parking.

Provided that:

- a) the total *gross floor area* of all such buildings does not exceed 1.52 times such area; and
 - b) appropriate regard is had to microclimatic conditions such as wind, calm, sun and shade as may be consequent of any such building; and
 - c) Council is satisfied that the design of any such building is undertaken in accordance with the intent to minimize obstruction of views to the Lake and the Toronto Islands from Bay Street.
- 2) Parking.

For the purposes of the immediately preceeding paragraph,

- 1) *community services and facilities* means those *institutional* uses intended primarily to serve a local population, such as, but not limited to, elementary schools, churches and other religious facilities, day care facilities, local health care facilities, community centres, local recreational facilities, and facilities which provide local social welfare services;
- 2) *institutional* or *institutional use* means facilities and services provided for the use of the public or particular segments of the public on a non-profit basis, whether directly or indirectly by government, charitable, community, or other social agencies, and includes *community services and facilities, intermediate institutions and regional institutions*;
- 3) *intermediate institutions* means those *institutional uses* which serve the population on a direct basis, such as, but not limited to, secondary schools, branch libraries, police stations, fire halls and the Y.M.C.A., and those which provide service across a wider geographic area but only to particular social, cultural, or religious groups comprising a limited segment of the population.
- 4) *regional institutions* means those *institutional uses* whose service area extends beyond the City of Toronto to include the wider metropolitan area and, in some cases, the surrounding region and beyond, and includes uses such as, but not limited to, major hospitals, post-secondary educational facilities and major public art galleries, museums and libraries.

East Bayfront

5A.32 The *East Bayfront* is a predominantly *industrial* district which has considerable vacant and underused land. The district is considered suitable for future comprehensive redevelopment for housing, non-office *commercial* and compatible *industrial* uses at low to moderate densities.

5A.33 In preparing Part II of this Plan for the *East Bayfront* pursuant to Section 5A.27, specific consideration shall be given to the following matters:

- a) the staging of development, with particular regard to noise attenuation concerns;
- b) measures for the retention and expansion of compatible, viable *industrial* uses;
- c) means of ensuring that approximately 50% of the housing provided in the area is *assisted housing*;
- d) means of ensuring, in areas designated for *residential* use, a satisfactory environment with respect to noise and dustfall;
- e) the provision of *parks* and other public open space;
- f) the adequacy of transportation, including public transit, and other services;
- g) the provision of adequate *community services and facilities* to serve the future residents of the area;
- h) measures to ensure the retention and creation of views of the water, and of the *Central Core* from Toronto Bay and other waterfront districts; and
- i) the role of the *East Bayfront* in realizing the other policy objectives contained in Section 5A of this Plan.

Port Industrial District

5A.34 The *Port Industrial District* is one of the City's chief *industrial* areas which has been mainly used for heavy industry and shipping related purposes, and is now taking on a wider role by also accommodating general and light industry. It is the policy of Council that the District be strengthened as an *industrial* area containing:

- a) the Toronto region's major port facilities and dockwall sites;
- b) a number of industries, which require a City location, involved in the processing, recycling or storage of raw and other materials, and for which Council will designate *Heavy Industrial Areas*;

- c) vacant land and sites suitable for redevelopment, to be designated as *General Industrial Areas* in which Council will seek to ensure the accommodation of new and relocating high employment industries; and
- d) important recreation amenities to be preserved and potential recreation amenities to be developed.

5A.35 It is the policy of Council to ensure that the *Port Industrial District* is made more attractive to a wide range of industries, particularly high employment industries, by:

- a) undertaking actions such as landscaping and street improvements, securing *parks* and harbour viewing areas, and encouraging similar private initiatives;
- b) limiting the designation of *Heavy Industrial Areas* in accordance with Map 1C;
- c) passing by-laws to allow an expanded range of retail uses in parts of the *Port Industrial District*, in order to serve the daily needs of people working there and using nearby recreation areas;
- d) encouraging the provision of the improved public transit to the *Port Industrial District*;
- e) encouraging the Toronto Harbour Commissioners, subject to Sections 5A.5(a), 5A.17(a) and 5A.36, to make land available for high employment *industrial* uses;
- f) ensuring, by the exercise of its available powers and in co-operation with other levels of government, where necessary, that industries achieve a high standard of performance in terms of appearance, landscaping, and environmental protection; and
- g) limiting dust-generating uses such as those involving outdoor coal storage.

5A.36 Council will encourage and, where it is within its available powers, undertake the development of lands in the District which are designated *open space* for recreation and open

space purposes, including boating and for bicycle and pedestrian routes to and within such lands.

Outer Harbour Headland

5A.37 The *Outer Harbour Headland* is a man-made spit which extends into Lake Ontario and has environmental features worthy of preservation. It also has potential for boating and other recreation activities. It is the policy of Council that the *Outer Harbour Headland* be used for year-round recreation purposes in a manner which respects both of these characteristics. Accordingly:

- a) the westerly portion of the Headland is designated as an *Environmental Resource Area* to be used in accordance with the policies set out in Section 5B.; and
- b) the easterly portion of the Headland is designated as *open space* to be used for active recreation purposes, including a variety of boating and other water-related activities.

5A.38 It is the policy of Council to support proposals for the *Outer Harbour Headland* which are in accordance with Section 5A.37 and which:

- a) ensure that roads and intensive activities in the *open space* area do not adversely affect the character of the *Environmental Resource Area*;
- b) provide recreation opportunities for a wide variety of users;
- c) permit public access, notwithstanding construction and fill activities;
- d) provide parking for peak periods in adjacent areas of the *Port Industrial District*;
- e) provide bicycle and pedestrian paths from Unwin Avenue to the tip of the *Outer Harbour Headland*; and

- f) prohibit automobile traffic within the *Environmental Resource Area*.

5A.39 Council will encourage the provision of regular public transit service at least to the westerly limit of the portion of the *Outer Harbour Headland* designated *open space*.

5A.40 It is the policy of Council to work with the Metropolitan Toronto and Regional Conservation Authority and other appropriate agencies to prepare plans for the future development and use of the *Outer Harbour Headland*, including any additional land to be created by landfill, in accordance with the policies set out in this Plan, and to adopt the main elements of any such plan as an amendment to this Plan prior to implementation.

Exhibition District

5A.41 The *Exhibition District*, except for those lands designated *Restricted Industrial Area*, shall remain a major recreation area which features sporting, amusement, entertainment and exposition activities and events, historic sites, and other public recreation uses. It is policy of Council to support projects which will:

- a) increase the daily use of the *Exhibition District* throughout the year for a variety of local and regional, cultural and recreational needs;
- b) improve connections to the *water's edge lands* and between parts of the *Exhibition District*, by:
 - i) upgrading pedestrian, bicycle and automobile routes; and
 - ii) bridging or decking over Lake Shore Boulevard;
- c) improve public transit access to the District, and in particular to its main attractions;
- d) improve the physical attractiveness of the area through such means as the location and design of buildings, activities and facilities, the reduction of land devoted to

parking, the expansion and unification of *park* areas, and a comprehensive landscaping scheme;

- e) intensify the frequency of use of land and buildings within Exhibition Place;
- f) preserve and enhance historical buildings, structures, places and monuments, and improve their surroundings and accessibility.

5A.42 The introduction of non-recreational uses not now found in the *Exhibition Place* may be considered by Council if they contribute significantly and without adverse effect in meeting the objectives set out in Section 5A.41.

5A.43 It is the policy of Council to seek to prevent the creation of additional land areas in Lake Ontario in or adjacent to the *Exhibition District* except in accordance with Section 5A.24 and with future plans developed under the provisions of Section 5A.45.

5A.44 It is the policy of Council that developments within the *Exhibition District* and changes to its access system or parking arrangements should not have an overall adverse effect on adjoining areas.

5A.45 It is the policy of Council to work with Metropolitan Toronto and the Ontario government to prepare co-ordinated plans for the future development and use of the *Exhibition District*, exclusive of the area designated *Restricted Industrial Area*, in accordance with the policies set out in this Plan.

5A.46 In passing by-laws for lands designated *Restricted Industrial Area* in the *Exhibition District*, Council shall be satisfied that the *industrial* uses which are permitted are compatible with the predominantly recreational character of the adjacent areas.

Toronto Islands District

5A.47 The *Toronto Islands District* is an important *regional park*. It is the policy of Council that the present general character of the *Toronto Islands District* be maintained, that the year-round use of the Park be increased, and that *Environmental Resource Areas* be appropriately managed and protected.

5A.48 Council recognizes that travel by ferry and the car-free environment are integral to the *Toronto Islands District* experience and contribute to public enjoyment of the *Central Waterfront*. Accordingly, it is Council's policy to encourage access to the *Toronto Islands District* by boat, and that no bridge or tunnel be built which would connect the *Toronto Islands District* to the mainland.

5A.49 Council recognizes that the continuing presence of a *residential* community on Wards Island and Algonquin Island within the *Toronto Islands District* contributes to the diversity, public enjoyment and year-round use of the park, and that the year-round residences on the Islands constitute a unique community that is an integral part of the City and an important link with its past. Accordingly, it is the policy of Council to:

- a) designate the *residential* areas, as defined in the Schedule to Bill 191, an Act to Amend the Municipality of Metropolitan Toronto Act, as *Low Density Residence Areas*;
- b) preserve, to the extent possible, all *residential* buildings within the *Low Density Residence Areas*;
- c) enter into a legal arrangement with Metropolitan Toronto whereby the City will lease on a long term basis an area comprising approximately the *Low Density Residence Areas* together with all buildings contained therein, for the purposes of administering a residential community; and
- d) work with Metropolitan Toronto to increase visitor use and enjoyment of the public areas within and around the *Low Density Residence Areas*.

5A.50 Notwithstanding Section 5A.49, Council may pass by-laws to permit limited *commercial* uses including:

- a) retail stores to serve the convenience needs of local residents, and
- b) uses that would encourage winter use of the Islands,

on those portions of the *Toronto Islands District* designated by the letter "C" on the Generalized City Plan Map, provided that, in the opinion of Council, the proposed uses are in keeping with and enhance the character of the Islands.

Toronto Island Airport Lands

5A.51 It is the policy of Council that the *Toronto Island Airport Lands*, with the exception of the *Airport Parklands*, shall be used in accordance with the provisions of the lease agreement between the City, the Toronto Harbour Commissioners and the Government of Canada respecting the *Toronto Island Airport Lands* for aviation purposes and uses incidental and accessory thereto, and that the *Airport Parklands* shall be used for *parks* purposes.

5A.52 In the event that the airport located on the *Toronto Island Airport Lands* is closed, it is the policy of Council to seek the immediate conversion of the *Toronto Island Airport Lands* for *parks* or *parks* and *residential* purposes, and uses incidental and accessory thereto.

Implementation

5A.53 In order to implement the above policies, Council will seek the co-operation of other levels of government and public agencies, particularly where such policies affect their lands or concern matters within their jurisdiction.

5.2 Other Amendments to the Official Plan Part I

Although most aspects of this proposed Plan for the Central Waterfront are covered in the new Section 5A, various other changes to Part I of the Official Plan must be made if the new policies are to be properly integrated. It is therefore proposed, subject to those changes that may be

made following the distribution of this report and a full public discussion of its contents, that the following provisions of the Part I Official Plan for the City of Toronto Planning Area be amended as follows:

5.2.1 Proposed Amendments to Section 4: Industry

a) A new heading "PORT INDUSTRIAL DISTRICT" is inserted following Section 4.32;

b) Section 4.33 is deleted and replaced by the following:

4.33 Since the *Port Industrial District* is a prime *industrial* area with good transportation facilities, and sites suitable for new *industrial* development, it is the policy of Council that this area be maintained and improved for *industrial* and, as required, shipping uses, and that new and relocating high employment industries be encouraged in accordance with the policies set out in Section 5A.

Note: The Section being recommended for deletion now reads:

4.33 Council will encourage industries to locate in the City which require ready access to the harbour or to the business facilities of the *Central Area*.

This policy is no longer necessary in light of the revised industrial policy in the preceding portions of Section 4.

c) Section 4.34 is deleted.

Note: The Section being recommended for deletion now reads:

4.34 Council will encourage the location of *industrial* firms that require large sites and locations in *the Port* on new land created through filling operations in *the Port*, and Council will encourage the development of such new land as an attractive *industrial* estate containing a trucking centre.

This policy is no longer necessary in light of new Section 4.33.

5.2.2 Proposed Amendments to Section 5: Parks, the Ravines, the Waterfront and the Railway Lands

- a) Section 5 is amended by deleting the words “The Waterfront” from the title of the section.

- b) Section 5.1 is amended by deleting “*The Lakeshore, the Toronto Islands*” and by substituting therefor “The Lake Ontario shoreline and islands”. The statement will therefore read as follows:

5.1 The Lake Ontario shoreline and islands, the *ravines* and the escarpment north of Davenport Road are the chief natural features of the City. It is Council’s policy that the use and development of these areas shall not prejudice their use for public recreation and enjoyment.

- c) Section 5.2 is amended by deleting “*the Lakeshore, the Toronto Islands*” and by substituting therefor “the *Western Beaches, the Eastern Beaches, the Exhibition District, the Toronto Islands District, the Outer Harbour Headland*”. The statement will therefore read as follows:

5.2 It is Council’s policy that the *Western Beaches, the Eastern Beaches, the Exhibition District, the Toronto Islands District, the Outer Harbour Headland* and the *ravines*, together with the other areas designated as *open space* on the Generalized City Plan Map, form the major parks system of the City containing *regional parks* and systems of *district and local parks*.

- d) Section 5.3 is amended by inserting after the words “*open space*” the words “or who own land having frontage on or access to the water’s edge”. The statement will therefore read as follows:

5.3 Council will develop or will encourage the development of the major parks system with continuous paths suitable for use by pedestrians, equestrians, skiers and cyclists, connecting the individual parks comprising the system. Council will seek the co-operation of private owners and of public authorities and agencies who own land in areas designated as *open space* or who own land having frontage on or access to the water’s edge to achieve the development of these continuous connecting links and paths.

- e) The heading “The Waterfront” following Section 5.10 is deleted and a new heading “The Eastern and Western Beaches” is substituted therefor.

- f) Section 5.11 is amended by deleting the words “, the *Toronto Islands, the Canadian National Exhibition Parklands*”. The statement will therefore read as follows:

5.11 The *Eastern Beaches* and the *Western Beaches* shall be used only for park, recreational or ancillary uses.

This change is proposed in light of new policies governing the *Toronto Islands District* and the *Exhibition District*.

- g) Section 5.14 is deleted and replaced with the following:

5.14 Council will take any necessary steps to ensure that any land created by filling in Lake Ontario adjacent to the *Eastern Beaches* or the *Western Beaches* will be used only for parks, recreational or ancillary uses, and that no such filling is undertaken without regard to its visual effect on the enhancement of the *Eastern Beaches* or the *Western Beaches* and the public enjoyment of these areas.

- h) Section 5.15 is deleted and replaced with the following:

5.15 Public access to parks located in the *Eastern Beaches* and the *Western Beaches* will be improved provided the appearance and recreational value of these areas will not be adversely affected, and provided such improved access does not adversely affect the use of adjacent *residence areas*.

- i) Section 5.16 is deleted.

The Section being recommended for deletion now reads:

5.16 It is the policy of Council that the *Central Harbour* be developed with *residential, commercial, parks, recreational* and public uses. Council will take any necessary steps to encourage the use of land created by filling the Lake adjacent to the *Central Harbour* for the aforesaid purposes.

This statement is superceded by the policies of Section 5A and by the Harbourfront Part II Plan and is no longer relevant.

- j) Section 5.17 is deleted.

The Section being recommended for deletion now reads:

5.17 It is the policy of Council to pass by-laws which permit development in the *Central Harbour* in accordance with the provisions of Section 5.16 provided:

- i) *residential* uses permitted by such by-laws conform with the policies for *residence areas* as set out in Section 2; and
- ii) *commercial* uses are consistent with the policies of Section 3.5.

This statement is also superceded by the policies of Section 5A and is no longer relevant.

- k) Section 5.18 is deleted.

The Section being recommended for deletion now reads:

5.18 It is the policy of Council that *the Port*, including any land therein created by filling, be developed for *industrial* purposes in accordance with the provisions of Section 4.34, and that the portion of *the Port* area designated on the Generalized City Plan Map as *open space* be developed for public use.

This statement is superceded by changes to Section 4 and by the policies of Section 5A and is no longer relevant.

- l) Section 5.18(a) is renumbered 5A.31.
- m) Section 5.19(b) is deleted.

The Section being recommended for deletion now reads:

5.19(b) It is the policy of Council not to pass by-laws respecting the development of lands located within the area

bounded by Lake Shore Boulevard, Yonge Street, Toronto Bay and the Western Channel and Bathurst Street, until Council has adopted policies respecting such areas in Part II of the Official Plan.

This is superceded by Section 5A.27

5.2.3 Proposed new Section 5B: Environment

- a) The Official Plan Table of Contents is amended by inserting therein the figure and words:

"5B The Environment"

- b) The following new sections are inserted:

5B THE ENVIRONMENT

ENVIRONMENTAL RESOURCE AREAS

5B.1 Council recognizes that the City contains certain areas of land and water the conservation of which is in the public interest, in that they contain unusual, rare, significant or sensitive environmental features such as landforms, vegetation, or areas used by wildlife populations. Accordingly, it is the policy of Council that such areas be designated as *Environmental Resource Areas* which shall be maintained and managed for conservation, public enjoyment and compatible recreation uses.

5B.2 In an effort to ensure that *Environmental Resource Areas* are appropriately used, Council will work with the owner or owners of each *Environmental Resource Area*, and prepare:

- a) a list of permitted uses, which shall generally consist of uses appropriate to the features and character of the area and which are normally permissible within a "G" zone, including low-intensity recreation uses, nature interpretation programs and educational activities;
- b) environmental performance requirements to be used in the review of plans or drawings relating to public works or development;

- c) vegetation and wildlife management practices;
- d) provisions for public access to and within the *Environmental Resource Area*;
- e) procedures for maintenance and clean-up programs; and
- f) an information dissemination and signage program.

5B.3 Prior to changing the permitted uses within *Environmental Resource Areas* from those permitted pursuant to Section 5B.2, Council shall be satisfied that environmental impacts of proposed uses will be within limits acceptable to Council, and shall for such purposes require the proponent to submit a report setting out:

- a) the purpose and benefits of the proposed undertaking;
- b) the direct and indirect environmental effects of the proposed undertaking, and alternatives to the undertaking or alternative methods of carrying out the undertaking;
- c) actions to prevent, change, mitigate or remedy the potential environmental effects expected to result from the undertaking or alternatives; and
- d) any adverse effects which cannot be avoided should the undertaking or its alternatives be implemented.

5B.4 The boundaries of *Environmental Resource Areas* are general in nature. More precise boundaries will be established in co-operation with the owners of the lands through detailed study and reflected in Amendments to this Plan.

5.2.4 Proposed Amendments to Section 7: Transportation

- a) Section 7.17 is deleted and replaced by the following:

7.17 a) Council will support the continued use of the *Toronto Island Airport Lands* for aviation purposes, subject to Section 5A.52;

- b) It is the policy of Council to oppose the establishment of any new airport in the City of Toronto.

Note: The Section recommended for deletion now reads:

7.17 Council will support and encourage the extension of the airport or airports as required, to provide adequate air service including the maintenance and improvement of an airport located in the *Central Harbour, Toronto Islands or the Port*, or in their vicinity, to serve the *Central Area* of the City.

This Section is superseded by the policies of Section 5A and by the new Section 7.17.

5.2.5 Proposed Amendments to Section 10: Definitions

- a) Section 10.26 is amended by:

- i) adding "Environmental Resource Area" to the list of areas defined by Map 1;
- ii) deleting the following words from the list of areas defined by Map 5:
 "the Lakeshore"
 "Canadian National Exhibition Parklands"
 "Central Harbour"
 "the Port"
 "Toronto Islands"; and
- iii) adding the following words to the list of areas defined by Map 5:
 Airport Parklands
 Bayfront
 Central Bayfront
 Central Waterfront
 East Bayfront
 Exhibition Place
 Harbourfront and the Terminal Warehouse Area
 Outer Harbour Headland
 Port Industrial District
 Toronto Island Airport Lands
 Toronto Islands District.







- b) The following definition is inserted into Section 10:




10.42 “The term *water’s edge lands* means any land which lies within seven metres of the shoreline of Lake Ontario, Toronto Bay, the Outer Harbour, or of any channel slip or lagoon having access to any of the foregoing bodies of water, such shoreline to be established at 1 metre above International Great Lakes Datum.”



5.2.6 Proposed Amendments to Part I Official Plan Maps

- a) Map 1 is amended by deleting the *Central Waterfront* area and replacing it with the words “See Map 1C”.
- b) A new Map 1C, shown in this report as “Map 1C - Proposed Amendment to Map 1 - Generalized City Plan: Land Use Official Plan, Part 1”, is added to the Part I Official Plan.
- c) Map 5 is amended in accordance with the map entitled “Proposed Amendments to Map 5: Part I Official Plan”.
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-  HARBOURFRONT AND THE TERMINAL WAREHOUSE AREA (SECTION 5A-28)
-  CENTRAL BAYFRONT (SECTIONS 5A-27, 5A-29, 5A-30, & 5A-31)
-  EAST BAYFRONT (SECTIONS 5A-27, 5A-32 & 5A-33)
-  HEAVY INDUSTRIAL AREA
-  RESTRICTED INDUSTRIAL AREA
-  GENERAL INDUSTRIAL AREA

-  OPEN SPACE
-  ENVIRONMENTAL RESOURCE AREA
-  LOW DENSITY RESIDENCE AREA

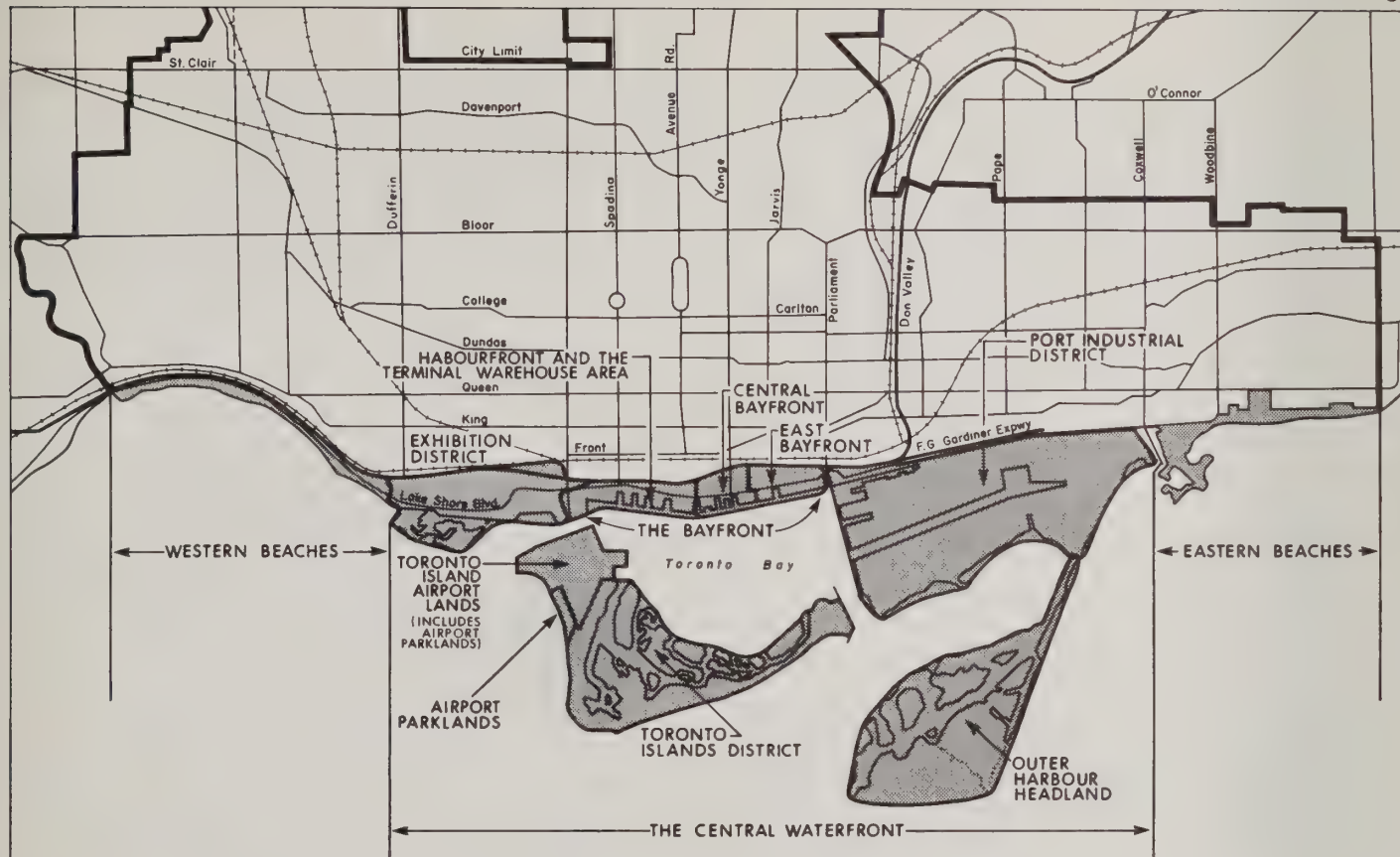
-  TORONTO ISLAND AIRPORT
-  AREA OF LIMITED PERMISSIBLE COMMERCIAL USE (SECTION 5A-46)

SCALE
0 500 1000 METRES
KILOMETRE

MAP 1C-PROPOSED AMENDMENT TO
MAP 1-GENERALIZED CITY PLAN:
LAND USE OFFICIAL PLAN, PART I

The Central Waterfront 

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982



PROPOSED AMENDMENT TO MAP 5
PART I OFFICIAL PLAN

24

The Central Waterfront 

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

6. PROPOSED ZONING CHANGES

The Zoning By-law is the means by which policies included in an Official Plan are translated into specific land use regulations. Since a number of the policies set out in the proposed Central Waterfront Plan are not consistent with existing provisions of the Zoning By-law, amendments to the By-law are required if the proposed Plan is to be implemented. The proposed zoning amendments set out below fall into two categories: general changes and district changes.

6.1 General Zoning Changes

6.1.1 Zoning for Parks Not Owned or Controlled by the City

The “G” category now included in the City’s Zoning By-law permits only a *public park*, a *public playground*, a *playlot*, a *golf course*, and any use which is *accessory* to any of these. A *public park* is defined as a park owned or controlled by the Corporation of the City of Toronto. As a result, the “G” Zoning Category does not, strictly speaking, permit parks owned by other governments, even though these parks may be zoned “G”. Among these are a number of Metro parks, as well as Ontario Place, which is a Provincial Park. It is therefore appropriate to introduce a new term into the Zoning By-law to define these non-City owned uses, so that they can be explicitly permitted in areas zoned “G”. The recommended new term, “*park*”, and its definition are as follows:

“*park* means a defined area owned by or leased to a government, which is laid out and used for public recreation.”

This proposed new Zoning By-law definition is the same as that included in the Official Plan.

6.1.2 Zoning to Permit Marinas, Boat Clubs, Boat Repair Shops, and Sailing Schools

At present there is no category within the Zoning By-law which specifically permits uses such as marinas, boat clubs, sailing schools and accessory uses. In order to make appropriate provision for these uses, it is proposed that a new Section 5C be added to By-law 20623 as follows:

Section 5C - Gm Districts

- 1) No person shall, within any Gm district, use any lot or erect or use any building or structure for any purpose except one or more of the following Gm uses, namely:
 - a) a *public park*;
 - b) a *park*;
 - c) a marina;
 - d) a boating club;
 - e) a sailing school;
 - f) a boat repair shop;
 - g) a marine motor and equipment shop; and
 - h) any use which is *accessory* to any of the foregoing uses.

6.1.3 Possible Zoning of Lands Covered by Water

At present, the City of Toronto’s Zoning By-law does not generally apply to lands covered by water. Consequently, the use of land created by filling is not automatically subject to zoning control. In an effort to gain greater control over the use of such lands, the Planning and Development Department is currently studying the application of restrictive zoning to the portions of Lake Ontario and Toronto Bay in which filling is a reasonable possibility.

6.2 District Zoning Changes

The following sections which deal with zoning for certain districts where more detailed Part II Plans are called for do not include specific proposals for zoning changes. Instead they describe the nature of existing zoning regulations in relation to the objectives set out in the proposed Part I

Plan, and indicate the nature of the zoning changes anticipated if the objectives are to be realized. However, specific zoning changes are proposed in Section 6.2.4 for the Port Industrial District. This district has been the subject of considerable study during the past several years, and does not require a Part II Plan. Additional specific changes are also proposed for the Outer Harbour Headland, the Exhibition District and the Toronto Islands District.

6.2.1 Harbourfront and Terminal Warehouse Area

Harbourfront and the Terminal Warehouse Area are covered by Zoning By-law Nos. 569-80, as amended, 93-81, as amended, and 94-81. These By-laws implement the Part II Plans for these areas, and no changes to them are proposed.

6.2.2 Central Bayfront

a) Harbour Square Lands

The Harbour Square Lands are located between York and Yonge Streets south of Harbour Street. All of these lands, except for the block bounded by Bay Street, Harbour Street, Yonge Street, and Queens Quay, which contains the Harbour Square convention facility, are subject to a three party agreement between the City, Campeau Corporation and the Toronto Harbour Commissioners. The terms of this agreement were developed concurrently with the existing zoning which permits high density residential and hotel uses south of Queens Quay and high density commercial office development (1.5 million square feet) north of Queens Quay. The block occupied by the convention facility, which is not affected by the three party agreement, has no remaining development potential under the existing Zoning By-law, although there is potential for additional development under existing provisions of the Part I Official Plan.

In general, the pattern of development permitted on the Harbour Square Lands by this existing zoning is not consistent with the objectives for the Central Bayfront set out in the proposed Central Waterfront Plan. In particular, the high density commercial office towers permitted north of Queens Quay between Bay and York Streets are not considered appropriate in terms of objectives related to promoting a mixture of uses and a lively and pleasant pedestrian environment.

However, it is not possible to rezone the portion of the Harbour Square lands affected by the three-party agreement without amending the agreement as well. In addition, it is considered desirable to examine the issue of uses and densities in the context of a Part II Study which deals with other issues affecting the Central Bayfront, in particular, those related to transportation and the possible realignment of the existing road system, in order to establish a more desirable building parcel arrangement.

For these reasons, no changes in the existing zoning for the Harbour Square Lands are recommended at this time. However, changes for the site containing the convention facility are anticipated in the context of a Part II Study for the North Central Bayfront. Should it be feasible to reopen the three party agreement, perhaps in the context of the North Central Part II study, it may also be possible to establish new zoning regulations for this portion of the Harbour Square Lands which are more consistent with the objectives for the Central Bayfront set out in the proposed Plan.

b) North Central Bayfront and Marine Terminal 27

The lands in the North Central Bayfront and Marine Terminal 27 are subject to the provisions of By-law No. 356-76, as amended, which zones these lands C1 V1, with the exception of most of the block bounded by Yonge Street, Queens Quay, Freeland street and Harbour Street (the Toronto Star site) and Marine Terminal 27, all of which are zoned C2 V4, subject to certain conditions and restrictions respecting use. The C1 V1 zoning permits commercial uses at a density up to three times the area of the lot, and the C2 V4 zoning permits some light industrial and limited accessory uses at up to twelve times the area of the lot. The existing C2 V4 zoning as imposed by By-law No. 356-76 does not permit commercial offices, retail or other related commercial uses.

By-law No. 356-76, as amended, was enacted by Council in order to establish temporary zoning controls throughout the Central Waterfront, and has not yet been approved by the Ontario Municipal Board. In view of the high priority given to the completion of a Part II Plan or Plans for the Central Bayfront, it is recommended that By-law No. 356-76, as amended, as it affects the Central Bayfront, not be amended at this time. Instead, if the general objectives set out in the proposed Plan are approved, a comprehensive and more appropriate implementing zoning strategy for the area will be put forward in the context of a Part II Plan or Plans.

6.2.3 East Bayfront

The East Bayfront district is also subject to By-law No. 356-76, as amended, which zones the area west of Jarvis Street C2 V4 and the area east of Jarvis C2 V3, subject to certain conditions and restrictions respecting use. Both designations permit some light industrial and limited accessory uses. The C4 V3 designation permits a maximum density of up to seven times the lot area and the V4 designation permits a maximum density of up to twelve times the lot area.

In the East Bayfront, as well as the Central Bayfront, the zoning regulations established by By-law No. 356-76 have not resulted in any redevelopment other than occasional changes of use. It therefore should remain as an interim zoning until a Part II study has been completed in accordance with the planning objectives for the East Bayfront set out in the proposed Plan.

6.2.4 Port Industrial District

The zoning in the Port Industrial District was amended on an interim basis by City Council on September 24, 1981. The amendment was designed to take most of the Port Industrial District out of the C4, heavy industrial and residual zoning category, and rezone it C3, a designation which does not permit heavy or obnoxious industries and which, unlike the C4 category, does not permit miscellaneous uses not specifically permitted in the by-law. The purpose of this change was to limit the areas of heavy and obnoxious industries to roughly the areas proposed as Heavy Industrial Areas in this Plan, in order to make the rest of the Port Industrial District more attractive to lighter, higher employment industries, and to prevent the use of the District for inappropriate uses.

As a result of the proposed new Official Plan designations outlined for the Port Industrial District, it is now recommended that the interim zoning adopted by City Council in 1981 be replaced with the new "I" (industrial) zoning categories. This change will establish consistency with industrial zoning as applied in other areas of the City. In general, the changes from "C" to "I" categories will mean that C4 districts will become I4 districts and C3 districts will become I3 districts, as set out on the map entitled "Proposed Zoning for the Central Waterfront".

In addition to a general change from C to I zoning categories, the following zoning changes are proposed for the Port Industrial District.

- a) The lands north of the Keating Channel between Parliament Street and Cherry Streets, now zoned C4, should be redesignated I3, since the industries in this area conform to the I3

zoning provisions. An I4 zoning category would permit uses that could conflict with future residential development in St. Lawrence and the East Bayfront.

- b) City Council in 1980 adopted in principle the planning strategy of establishing a "recreational corridor", including Cherry Beach Park, along the water's edge of the north shore to the base of Leslie Street spit. Council has also directed that negotiations take place with the Toronto Harbour Commissioners to obtain a long-term lease of both Cherry Beach and the lands included in the "recreational corridor".

In response to this directive, and since there is no immediate need for Port expansion in the Outer Harbour, the lands along the North Shore of the Outer Harbour should be zoned "G", except that areas where boating clubs are already established should be zoned "Gm".

It should be understood that the Official Plan designation proposed for this area does not preclude port expansion should the need for such expansion be justified.

- c) It is recommended that the Main Sewage Treatment Plant located east of Leslie Street be included in the "G" zoning category with a general exception to permit the existing use. This will allow lands not needed for the sewage treatment plant to be incorporated into a continuous water's edge park corridor and will also promote the idea that any other lands could be used by the general public for recreation purposes should the Metropolitan Corporation wish to pursue this action.

There are several other changes to the zoning proposed to implement policies for the Port Industrial District. It is the City's objective to see the District used for more high employment industries as proposed in the Port Industrial Task Force Report. Therefore, storage and warehouse uses which require extensive amounts of land and provide few jobs are proposed to be deleted as permitted uses in the I3 areas west of Cherry Street and south of the Ship Channel, except where they are accessory to a manufacturing use. Shipping-related storage and warehousing uses are recommended to be exempt from this provision. In the same areas, some I3 uses which may be incompatible with neighbouring industries and the "recreational corridor", mainly those processing animal and vegetable wastes, have been recommended for deletion from the list of permitted I3 uses.

It is also proposed that a number of services be permitted in the Port Industrial District to serve the workers in the area. Because it is felt that the lack of services may discourage some firms from locating in this relatively isolated industrial district, and in order to encourage the development of local retail centres in the District, a wider range of commercial and institutional uses is recommended similar to other industrial areas in the City. This revised list of uses recommended for inclusion in all I3 areas within the Port Industrial District includes the following:

a grocery shop, a bake shop, a butcher shop, a delicatessen, a pharmacy, a variety or smoke shop, a newsstand, a hardware shop, a place of business of a bank, trust company, savings and loan company or credit union which provides services to the public, an eating establishment not exceeding a gross floor area of 475 square metres, a tavern or public house not exceeding a gross floor area of 475 square metres, a box lunch shop, a tailor's shop, a dress-maker's shop, a dry cleaning shop, a dry cleaner's distributing station, a laundry shop, a barber shop, a ladies hairdressing establishment, a book store, a florist shop, a locksmith's or gunsmith's shop, a boat chandler, a post office, a service and repair shop, an automobile service station, a car washing establishment, a fire hall, a police station, a trade school, a taxicab-stand or station, a clinic, a craft school, a day nursery, a nursery school, a union hall, a public park not including a stadium or arena.

The densities proposed for the whole of the Port Industrial District will be three times the area of the lot. These densities are generous for industrial areas, since new industrial buildings rarely exceed a floor space of one times the area of the lot.

In addition, it should be noted that work is now underway to further improve the "I" zoning use lists and ensure that they are properly reflective of new and emerging industrial technologies.

6.2.5 Outer Harbour Headland

It is proposed that the Outer Harbour Headland, which is presently unzoned, be zoned "G". This designation will permit the present uses of the Headland to continue until a comprehensive plan is developed by the Metropolitan Toronto and Region Conservation Authority and the City. Further zoning amendments may be necessary as the result of this joint planning effort in order to implement the objectives for the different parts of the Headland as set out in the proposed Central Waterfront Plan.

6.2.6 Exhibition District

The main changes in zoning proposed for the Exhibition District can be summarized as follows:

- a) The existing "G" (park) zoning should be extended to include areas of parkland adjacent to the water. This approach is consistent with the policy set out in Section 5A.24 of the proposed Central Waterfront Plan, as well as with existing Official Plan policy respecting the Exhibition District, both of which provide that new land created by landfill into Lake Ontario adjacent to the Exhibition District should only be used for parks purposes, and that the presently unzoned land areas should remain in park use.
- b) The Hydro facilities in the north-east corner of Exhibition Place should be zoned "Gh" instead of the present C3 V3 commercial-industrial zoning designation.
- c) Ontario Place, which has not been zoned before, and the Stadium Road yacht clubs should be given the proposed new "Gm" (park and marina) designation. This would permit all park uses, boating clubs, marinas and sailing schools.
- d) The zoning for the industrial area around Fleet Street, the Bathurst and Lakeshore Industrial Area, should be changed to reflect the City's new "I" zoning system and to permit uses compatible with the adjacent park and housing areas. Specifically, it is proposed to rezone all the industrial properties and the armoury I2. The I2 designation is designed to be compatible with residential or park uses, but does not permit most commercial uses. Site-specific amendments to Section 16(1) of the Zoning By-law to permit the continued operation of Molson's, the CBM concrete batching plant and Medigas are proposed.

6.2.7 Toronto Islands District

The only zoning change proposed for the Toronto Islands District is to zone the existing yacht clubs "Gm". This new zoning will recognize the new 25 year leases that Metropolitan Toronto has signed with these clubs and make them permitted uses on their present sites.

The Swadron Commission identified the need to prepare new zoning for a renewed Islands residential community. The City is taking action, including the formulation of new zoning, subsequent to the passing of recent Provincial Legislation which makes provision for the residential community to continue.

6.2.8 Toronto Island Airport Lands

The Island Airport will remain a legal non-conforming use on lands zoned "G". The "G" zoning reflects the most likely predominant use if the airport should ever close.

6.2.9 Site-Specific Exceptions to Industrial Zoning Categories

The proposed industrial zoning changes will create a number of non-conforming uses. In those instances where the non-conforming use is not considered detrimental to surrounding uses, it is recommended that special exemptions be granted through amendments to Section 16(1) of the Zoning By-law, which includes permissive exceptions to the general provisions of the By-law. These site-specific exemptions are set out in Section 6.3 below.

6.3 Summary of Proposed Zoning Changes

The specific changes required in the City's Zoning By-law to give effect to the proposals discussed in this chapter can be summarized as follows:

6.3.1 New Defined Term "Park"

A new defined term "park" should be added to the Zoning By-law and permitted in "G" and the proposed new "Gm" zoning districts as follows:

"park means a defined area owned by or leased to a government which is laid out and used for public recreation."

6.3.2 New "Gm" Zoning District

A new zoning category "Gm" should be added to the Zoning By-law which specifically permits a marina, a boating club, a sailing school a boat repair shop, a marine motor and equipment shop, as well as those uses, including the new defined use *park*, which are permitted in "G" zoning districts.

6.3.3 Uses in The Port Industrial District

- a) The uses permitted in Section 12A(1)(b)(iii) of the Zoning By-law, Local Retail and Service Shops, should be permitted in all I3 zoning districts in the Port Industrial District, except that an eating establishment, or a tavern or public house, should not exceed a gross floor area of 475 square metres, and a boat chandler, should be added as a permitted use.
- b) "A retail outlet ancillary to industry" should be permitted in all I3 zoning districts in the Port Industrial District, provided it is accessory to a permitted manufacturing or related activity listed in Section 12D(1)(a)(i), 12E(1)(a)(i), or 12F(1)(a)(i) of the Zoning By-law.

- c) The following uses should not be permitted in the 13 districts south of the Keating Channel west of Cherry Street and in the I3 districts south of the Ship Channel:

An armoury or drill hall, a city yard - class A, a bus station, a cartage, express or truck transport yard or terminal, a contractor's yard, a contractor's shop - class B, a builder's supply yard, a retail coal, coke and wood yard, a railway service and repair yard, a sales or hire garage, an animal food factory, a dairy products plant, a gelatin plant, a meat products plant, a fish packing plant; or a motor vehicle repair shop - class B unless all operations are enclosed within a building.

- d) The following uses should not be permitted in the I3 districts referred to in (c) above, except when they are accessory to a permitted manufacturing or related activity listed in Sections 12D(1)(a)(i), 12E(1)(a)(i), or 12F(1)(a)(i):

a private garage, a parking lot, a storage warehouse - class A, a wholesaling establishment - general, a cold storage plant, a food wholesaling establishment, a food warehouse, an open storage yard, a private commercial garage, a public or private commercial scales, a sample or showroom, a retail outlet ancillary to industry.

- e) Section 16(2)(www) of the Zoning By-law, which was necessary under a C zoning designation and which prohibited certain commercial uses in C4 districts in the Port Industrial District, is now obsolete and should be deleted.

- f) Section 16(1) of the Zoning By-law should be amended to permit the following site-specific uses in the proposed I3 districts in the Port Industrial District:

- 51 Commissioners Street for a fuel storage tank farm and storage yard, storage of lubricating oil, and a lubricating oils and grease plant;
- 101 Commissioners Street, north portion of property for a general chemical products factory;
- 560 Commissioners Street for a miscellaneous non-metallic minerals plant;
- 33 Polson Street for a storage warehouse, class A; and
- 115 Unwin Avenue, now covered by Section 16(1)(175), for oil and solvent recycling and treatment of oil water interceptor wastes.

- g) Section 16(1) of the Zoning By-law should be amended to permit the "contractor's yard" at 75 Basin Street, proposed to be designated I4.

- h) Section 16(1) of the Zoning By-law should be amended to permit the sewage treatment plant at 1313 Lake Shore Boulevard East as a conforming use in the proposed G district east of Leslie Street.

6.3.4 Uses in the Bathurst and Lake Shore Industrial Area

- a) Section 16(1) of the Zoning By-law should be amended to permit the following site-specific uses in the proposed I2 district in the Bathurst and Lake Shore Industrial Area:

- 640 Fleet Street for a brewery;
- 22 Bathurst Street for a batching and mixing of concrete yard; and
- 470 Lake Shore Boulevard West for an inoffensive gas plant.

- b) Section 16(1)(gggg) of the Zoning By-law is no longer necessary in view of other zoning changes proposed, and should be deleted.

6.3.5 Proposed New Zoning Designations

The changes in zoning designations proposed for the Central Waterfront are shown on the maps entitled "Proposed Zoning". These designations should replace the zoning designations which are shown on the maps entitled "Existing Zoning".



SEE RESTRICTED AREA BY-LAW 569-80
(AS AMENDED)

* O.M.B. APPROVAL PENDING

THIS MAP IS FOR CONVENIENCE ONLY
NOTE: FOR DETAILED ZONING INFORMATION REFERENCE
SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

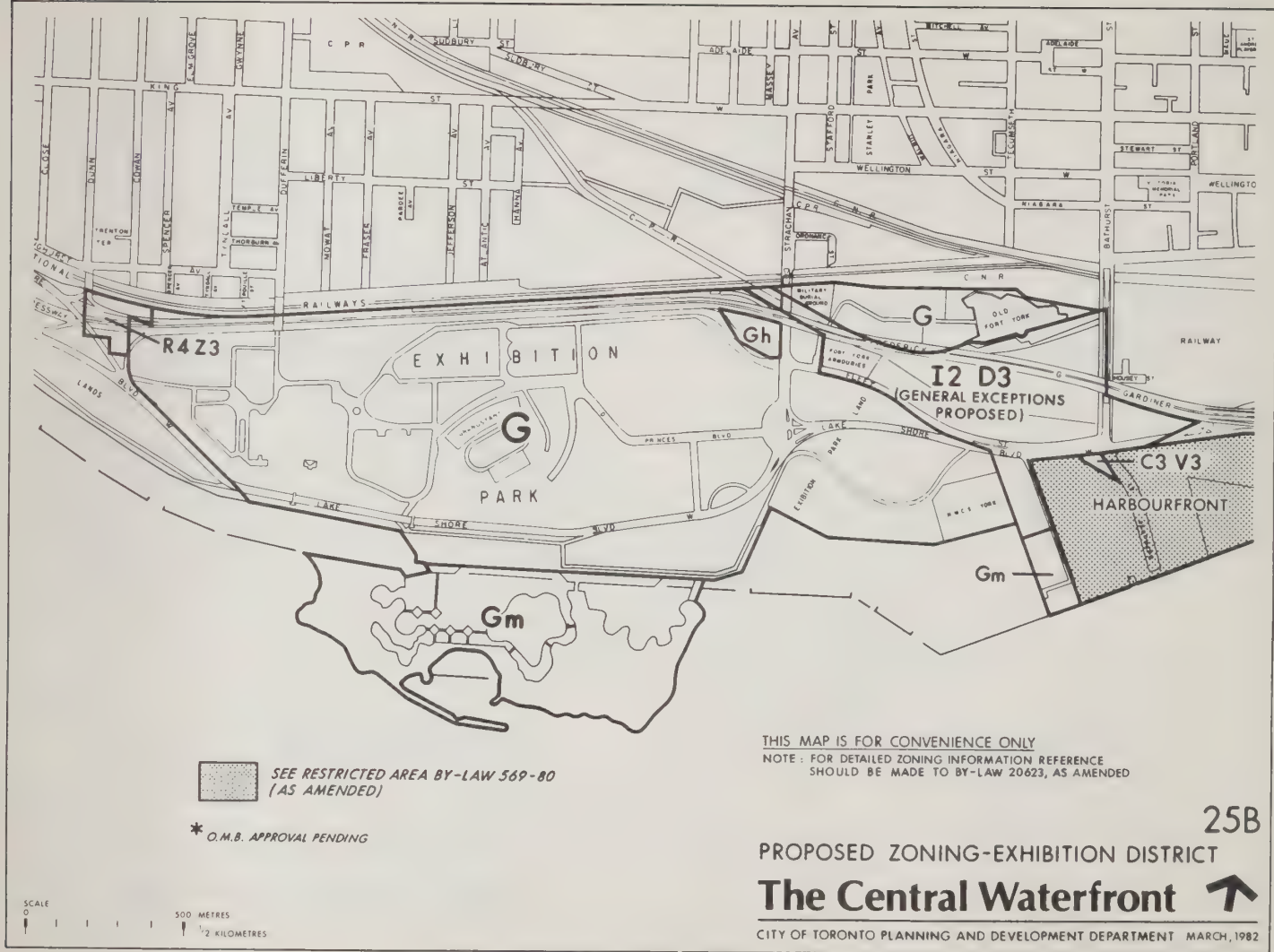
SCALE
0 1 2 3 4 5
100 METRES
1/2 KILOMETRES

25A



EXISTING ZONING-EXHIBITION DISTRICT

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982





-  SEE RESTRICTED AREA BY-LAW 569-80
(AS AMENDED)
-  SEE RESTRICTED AREA BY-LAW 93-81
(AS AMENDED) AND 94-81

* C.M.B. APPROVAL PENDING

THIS MAP IS FOR CONVENIENCE ONLY

NOTE: FOR DETAILED ZONING INFORMATION REFERENCE
SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

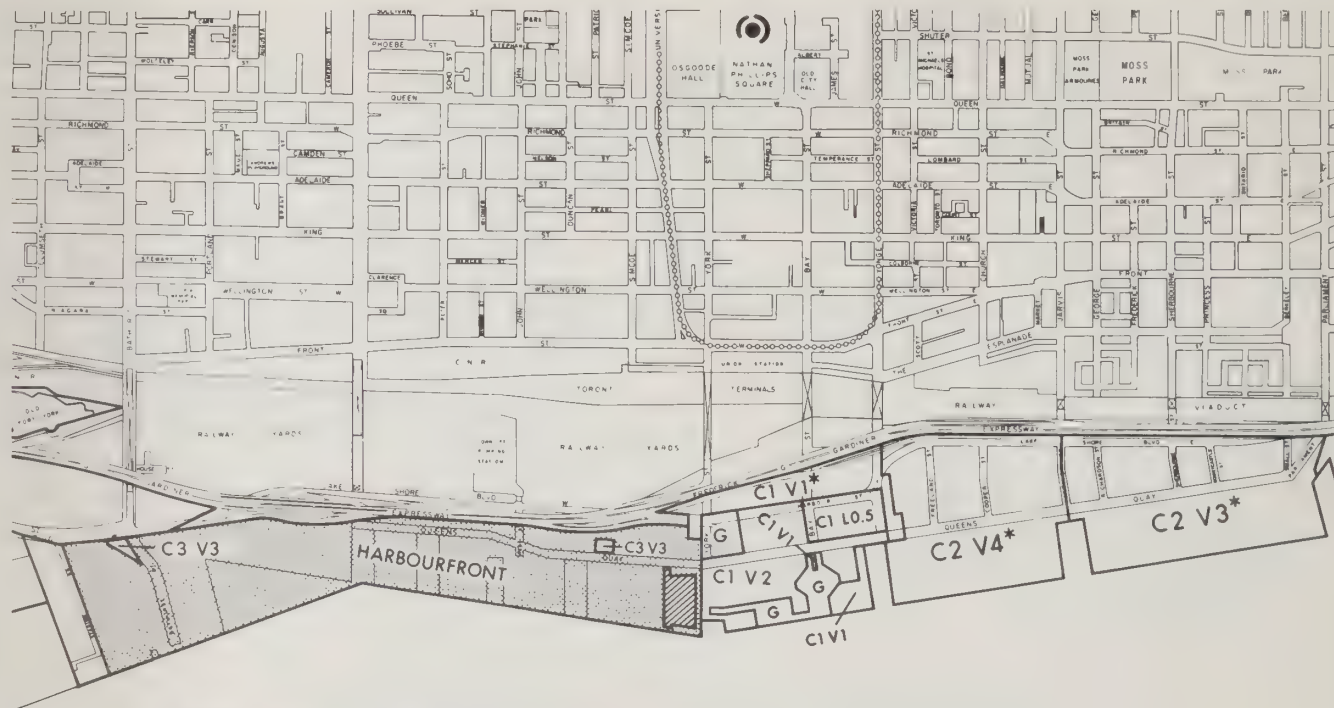
SCALE
0 1 2 3 4 5
500 METRES
1/2 KILOMETRES

26A

EXISTING ZONING-THE BAYFRONT

The Central Waterfront 

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982



SEE RESTRICTED AREA BY-LAW 569-80
(AS AMENDED)(O.M.B. APPROVAL PENDING)



SEE RESTRICTED AREA BY-LAW 93-81
(AS AMENDED) AND 94-81

* O.M.B. APPROVAL PENDING

SCALE
0 1 2 3 4 5
500 METRES
1/2 KILOMETRES

THIS MAP IS FOR CONVENIENCE ONLY
NOTE: FOR DETAILED ZONING INFORMATION REFERENCE
SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

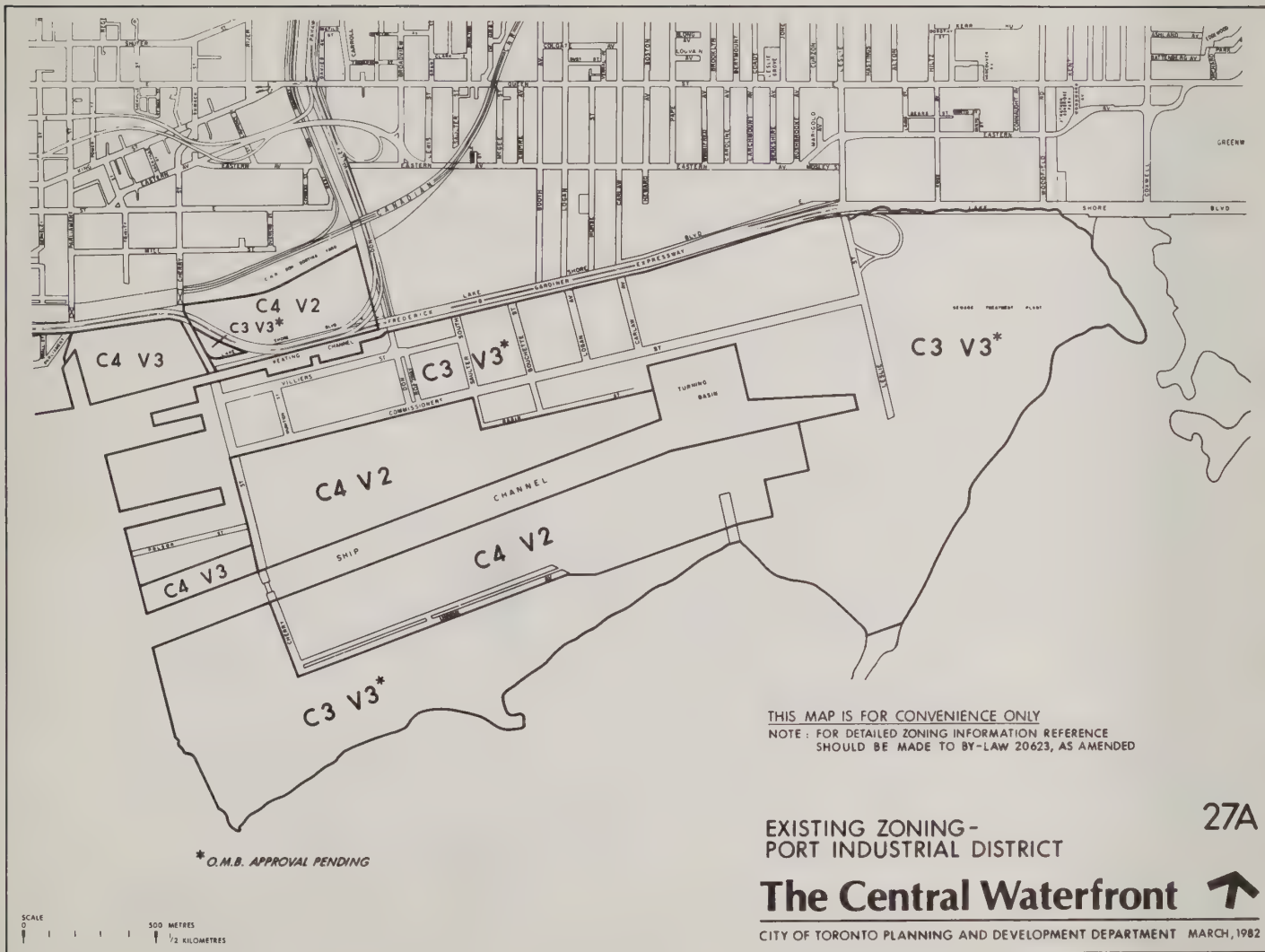
PROPOSED ZONING - THE BAYFRONT

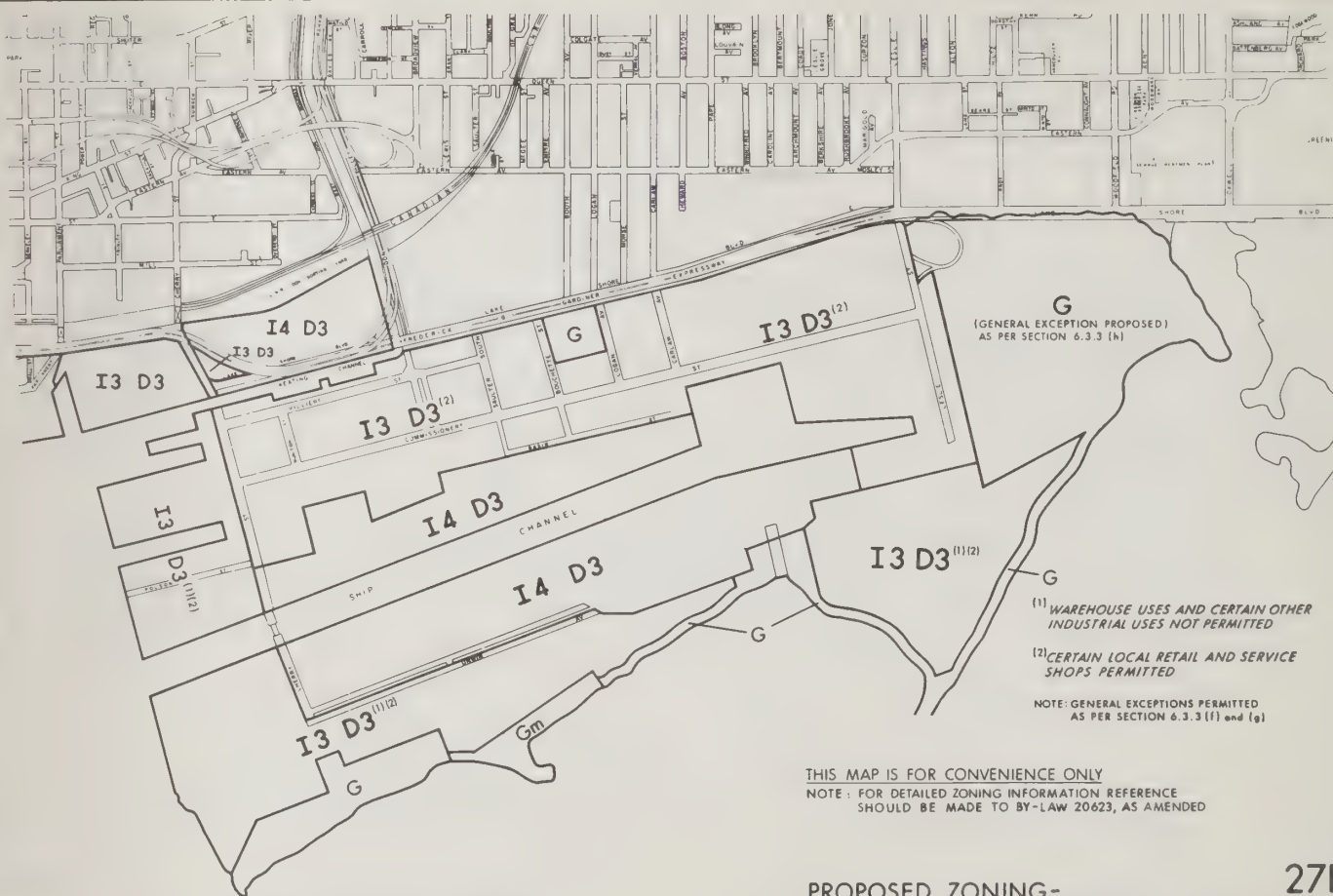
The Central Waterfront

26B



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982





PROPOSED ZONING-
PORT INDUSTRIAL DISTRICT

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

27B



EXISTING ZONING-
OUTER HARBOUR HEADLAND

28A

The Central Waterfront



SCALE
0 500 METRES
1/2 KILOMETRES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982



THIS MAP IS FOR CONVENIENCE ONLY

NOTE : FOR DETAILED ZONING INFORMATION REFERENCE
SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

PROPOSED ZONING-
OUTER HARBOUR HEADLAND

The Central Waterfront

28B



SCALE
0 1 1 1 1 300 METRES
1/2 KILOMETRES

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

BAY

NOTE: ZONING UNDER REVIEW
AS PER SECTION 6.2.7

R1 Z2*

R1 Z1*

Gm

THIS MAP IS FOR CONVENIENCE ONLY

NOTE : FOR DETAILED ZONING INFORMATION REFERENCE
SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

* O.M.B. APPROVAL PENDING

PROPOSED ZONING -
TORONTO ISLANDS DISTRICT AND
TORONTO ISLAND AIRPORT LANDS

29B

The Central Waterfront



CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH, 1982

SCALE
0 500 METRES
1/2 KILOMETRES

7. OTHER ACTIONS

7.1 Site Planning Control (Section 40 of the Planning Act)

Almost all of the mainland of the Central Waterfront east of the Exhibition District is covered by By-law 615-79 and is designated an area of site plan control. With respect to such an area, Section 40 of the Planning Act gives Council authority to require and review plans for developments and to enter into development agreements respecting the provision, maintenance and use of facilities such as access, parking, loading, walkways, fencing and landscaping. The Planning and Development Department generally prepares design guidelines for areas subject to Section 40 site plan control in order to clarify the City's objectives for development.

In most of the Central Waterfront, it is either premature to prepare such design guidelines, or, in the case of Harbourfront, unnecessary to do so because of the special nature of the planning process which has been adopted. However, design guidelines have been prepared for the Port Industrial District, and will be submitted separately to Council for its approval. Guidelines for other areas will be prepared in the context of Part II studies.

7.2 Evaluation of Shipping Trends and Future Port Needs

The proposed Central Waterfront Plan calls for the use of the North Shore of the Outer Harbour for low-investment recreation uses, and encourages further development along the same lines. The basis for this approach is that both existing and foreseeable future shipping needs can and should be accommodated in the Inner Harbour. In order to ensure that the City's land use policies for the Outer Harbour are consistent with port and shipping needs, it is recommended that Council seek the co-operation of the Toronto Harbour Commissioners in jointly sponsoring an evaluation of shipping trends and future port needs to be completed by January 1, 1985, and further evaluations at intervals not greater than every five years.

7.3 Proposed Public Improvement Program

If the proposed policies for the Central Waterfront set out in this document are to be realized, the City will have to work with private developers and public agencies to ensure that necessary capital improvements are made. In particular, the City has an important role to play in ensuring that improvements are made to existing streets, sidewalks, walkways, bicycle

paths and public parks, and that new elements are added to this network of existing public spaces. Improved lighting, signage, street furniture and public landscaping will also be important elements in an overall effort to make the Central Waterfront a more inviting and enjoyable part of the City.

It is therefore proposed that the Commissioner of Planning and Development, in consultation with the Commissioners of other implementing City and Metro departments, bring forward a report which sets out:

- a) a list of public improvements recommended to be carried out by the City in the Central Waterfront over a five year period commencing in 1983;
- b) opportunities for cost recovery with respect to the above improvements from senior government programs;
- c) a list of those additional public improvements proposed to be carried out in the Central Waterfront over the coming year by:
 - i) the government of Ontario;
 - ii) Metropolitan Toronto;
 - iii) other public sector agencies;
 - iv) developers, industries, or other members of the private sector;
- d) maintenance requirements and commitments with respect to existing public improvements.

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